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CONTINUING VOCATIONAL TRAINING: EUROPE, JAPAN AND THE UNITED STATES OF AMERICA

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CONTINUING VOCATIONAL TRAINING:

EUROPE, JAPAN AND THE UNITED STATES OF AMERICA

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Table of Contents

FOREWORD

The abstracts on Continuing Vocational Training in Europe, the United States and Japan represent an offshoot of the work on national continuing training systems launched by Directorate-Generaal XXII of the Commission. Member States were required to submit national reports on the situation of continuing vocational training and major developments and perspectives in this area. A European Syntheses Report was prepared on this basis by the central coordinating team - Universities of Kaiserslautern and Twente - drawing out the similarities and divergences between national situations.

The coordinating team now feels that it is important to present in one collection abstracts which juxtapose the experience of all Member States in the key areas for vocational training. Contributions from the three new Member States, Austria, Finland and Sweden, and from Norway have been added to the original twelve. Furthermore the American and Japanese authorities have agreed to prepare contributions, thereby providing a highly valuable opportunity for the comparison and transfer to experience in the different economic blocs.

We wish to express our thanks to all the national rapporteurs for their outstanding work in this new area of research and the assistance.

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1. CONTINUING VOCATIONAL TRAINING IN AUSTRIA

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1.1 Introduction

Continuing vocational training has a long historic tradition in Austria, which is based on the interests of both employers and employees. It has been expanding since the 1970s due to the increasing significance of human resources for the enterprises. Regarding the future development of the Common Market, all studies available agree on the point that the economic growth, projected at this moment, will be linked to a structural change caused by an increasing border-crossing interconnectedness and co-operation. The internationalisation, changes in the division of labour and distribution, demographic developments, new technologies as well as new social trends lead to significant changes in the staff members' qualification requirements. The sharp increase in importance of vocational and continuing training for companies, and of personnel development as a result from this can be corroborated by a series of studies, even though the data available in the various countries differ widely and international comparisons pose considerable problems.

The growing interest in continuing vocational training refers to present developments in all areas of economically active life. In this respect, the structural change towards an enlarged service sector needs to be mentioned as well as the on-going technical and organisational alterations of working life. Moreover the realisation of the European Economic Area results in an additional need for further training by an increased internationalisation in many professional fields.

From the perspective of companies, further training is more and more becoming an important strategic factor for success. It is being attributed a leading role in technological change. Among the most important factors influencing continuing training activities are:

- the economic sector;
- the economic situation of the company;
- the dynamics of the business environment;
- the size of the company;
- the qualification structure of the staff members;
- the (characteristics of the) production process;
- the intensity of innovation, and
- the general "further training culture" of the company (especially the attitude of the management towards further training).

Substantial differences exist, however, regarding the volume of further training activities as well as the main emphasis, the organisational forms and the participation of the various target groups. Because of the economic crisis, also the skeleton conditions for further training have chanSged. The pressure to rationalise and justify activities in the field of further training is getting stronger for companies and instruments of evaluation, such as controlling of training measures, are gaining ground.

Due to the changing labour markets and new demands for qualifications, further training activities have from the point of view of employees, to improve their job security and to allow them to adjust themselves to the new requirements. As recent studies have shown, motives which are focused on professional careers are of less importance for the participation in further training - except for junior-managers (Blumberger, Nemeth, Reinsprecht, 1993; Blumberger, Nemeth, Traxler, 1993; Dornmayr, Nemeth, 1994).

Strong impacts can also be observed with regard to further training providers: the number of providers is increasing continuously both in Austria and in other countries. This results in a clearly visible transformation of the structure of training providers. They increasingly offer new services. This is especially true of consulting activities and of the use of new media. New forms of co-operation in the form of joint projects of further training between companies and providers of training, and also forms of border-crossing co-operation, are being tested. The offer is growing - in spite of the current slackness in demand for training. Therefore, measures to improve the transparency of offers as well as quality management are gaining ground.

In Austria the market for further training could be characterised by the predominant role of the social partners' institutes for further training, the "WIFI" and the "bfi" (the WIFI on behalf of the Economic Chamber Organisation; the bfi on behalf of the Labour Chambers and the Austrian Trade Union Federation). These cooperate with the labour market service administration and professional associations. Furthermore, there is a variety of small private providers. Particularly in the face of Austria's forthcoming entry to the European Union and the consequences this is expected to have on the national economic locations, special attention has been directed to the question of vocational and further training of companies in the past few years.

Several *country studies* and *empirical surveys* have been carried out, especially in companies, in works councils and among further training participants. In 1989, the "Berat für Wirtschafts- und Sozialfragen" ("Advisory Board for Economic and Social Questions"), made up of members of the social partners, published the report "Qualifikation 2000". Since 1991 the Federal Ministry of Economic Affairs has drawn up the "Bericht über die Berufsausbildung in Österreich" ("Report on Vocational Training in Austria") every two years. Country reports on vocational training for adults have come out in the framework of projects of the CEDEFOP and the OECD (abf, 1991; Forstner, 1991). Furthermore, the consequences of European integration on continuing vocational training in Austria have been studied (Blumberger, Jenny, Poller, Schedler, 1993; Kailer, Jenny, Scheff, 1994).
In the past few years, a number of company surveys have been carried out (i.a. Blumberger 1990, Kailer, 1990a,b, 1991a,b; Kraus, Kailer, Wagner, 1992; ÖIBF, 1989a,b, 1992a,b, 1993; Kailer, Scheff, 1994, Blumberger, Hofstätter 1994). Problems of workers participation and the role of works councils in further training within the framework of new management strategies and of new organisation of work have been studied by Blumberger, Jungwirth, Nemeth (1993).
In its Microcensus "Berufliche Fortbildung and Umschulung" ("Continuing vocational training and Retraining"), the Austrian Central Statistical Office has covered all those employed and unemployed who participate in vocational courses (ÖStZA, 1992). Participation statistics on measures of the Labour Market Administration (AMV-Programmbudget) and, furthermore, on providers who co-operate within the "Konferenz der Erwachsenenbildungsorganisationen

Österreichs" (KEBÖ, "Conference of the Austrian Adult Education Organisations") are available. These statistics can, however, be compared only to a limited extent. In the past few years some of the bigger further training providers have carried out and published surveys among customers and participants.

Also the project *"Nationaler Weiterbildungsbericht Österreich"* ("National Report on Further Training in Austria") jointly carried out, in the framework of FORCE, by the IBE (Institute for Vocational and Adult Education Research at Linz University), the ibw (Institute of Education Research of the Austrian Economy), and the ÖIBF (Institute for Research on Vocational Training) is based on these sources.

1.2 The Most Important Characteristics of the Further Training System and of the Concepts of Continuing vocational training

No uniform definition
In Austria there is no uniform definition of "adult education", of "vocational" and of "further training by companies". The "Conference of the Austrian Adult Education Organisations" (KEBÖ, 1983) defines further training as "education or training carried out on one's own responsibility and on the basis of an organised, open programme going beyond initial education". This definition does not take into account other forms of educational or training measures, nor out-of-school youth education or training.

In the above-mentioned studies, further training of companies is mostly defined as either further training measures, carried out by the companies themselves or the participation of companies' staff members in training programmes conducted for a number of firms. Most of the times, this concept of continuing training is used in a too narrow sense, i.e. defining it as a programme (seminar, course, course of instruction) that is conducted off-the-job. Furthermore, a distinction is made between internal and external measures. Internal courses are organised and/or carried out by the companies themselves, meaning in most of the cases that only employees of the respective company (under certain circumstances also staff members of other companies) can participate. External programmes are organised by (independent) training providers and participants in these programmes come from different companies or on their own private initiative. Other possibilities of further training offered by companies (such as trade or technical fairs, participation in learning groups at the workplace, quality circles, computer-assisted learning, materials for distance learning and private studies, use of branch-specific technical libraries, study of trade journals, participation in job-rotation-programmes and on-the-job-training) are only touched upon in most of the studies available. In its Microcensus (ÖStZA, 1992), the Austrian Central Statistical Office includes participation in vocational courses only. Statistics by companies and providers are most frequently based on the number of participations in courses and seminars. These widely differing definitions of vocational and further training of companies thus lead to the dilemma that the different empirical surveys and statistics can be compared only with difficulty. This problem is present also on an international level.

Few legal skeleton regulations

With regard to continuing vocational training, especially the further training provided by companies, there are only few legal skeleton or framework conditions. Adult education is not regulated by the Austrian constitution. The "Förderungsgesetz für Erwachsenenbildung und das Volksbüchereiwesen 1972" (law on the promotion of adult education and the public library system) regulates promotion by the state in the field of adult education and in the public library system. Training by the labour market authorities carried out for reasons of employment policy (training, retraining and short additional training courses, vocational training, vocational preparation etc.) is regulated in the "Arbeitsmarktförderungsgesetz" (law on the promotion of the labour market). Job-accompanying further education and training for the Civil Service (if necessitated by official interests) is incorporated in the "Dienstrechtsgesetz für Beamte" (labour law for civil servants), (s. 23.2.2 "Beamten-Dienstrechtsgesetz") and is regulated by the "Verwaltungsakademiegesetz" (law on the Administrative Academy of the Federation).

Continuing vocational training is also carried out at schools within the educational system (off-the-job). Here the emphasis lies on providing opportunities for those who already have a job, to acquire certain qualifications at a later point of their lives, such as to complete main general secondary school or higher technical and vocational school, or to obtain the university matriculation qualification. Apart from that, the school system also offers programmes for graduates with an initial vocational qualification, in the form of master craftsman schools and foremanship schools, which are run on the same legal basis (formed by laws on school education) by out-of-school further training providers.

There is no area-wide legal regularisation regarding further training in Austria and no legal right to obtain further training from the company nor the right to take educational leave. Only works councils are entitled to get three weeks educational leave per period in their function. Austria has not yet ratified the 1974 ILO-Convention on educational leave. The labour representatives are demanding the introduction of educational leaves. The respective suggestions are, at the moment, concentrating on regulations similar to those in some German Länder (e.g. one week educational leave per year) (ÖIBF 1992a,c).

Some collective contracts also contain provisions on further training (e.g. leave for branch-specific, technical further training measures or on behalf of preparing for undergoing a job-related exam).

The participation of the works councils in the companies' further training measures is regulated by the "Arbeitsverfassungsgesetz" (Workplace Labour Relations Law, s. 94, sub-sections 1-8).

In these provisions, a general framework for the co-operation between works councils and the companies' management is established. They include the companies' management's duty to inform their staff about further training measures planned by them as well as the right to make suggestions on matters concerning training and education, to apply for measures and to co-operate in the planning and execution of training programmes.

In companies with more than 100 employees, heads of the personnel department state that works councils co-operate in approximately 30% of the cases in concepts and/or in measures

of qualification (ÖIBF, 1989b). According to the works councils, they co-operate in approximately 60% of cases (ÖIBF, 1992a), mainly by making suggestions, expressing criticism and by informing staff members. On the other hand the study of Blumberger, Jungwirth and Nemeth (1993) shows that further training is not an important field of activity of works councils.

The kind and extent of co-operation may be regulated by company-specific agreements. In a series of companies such internal regulations on the company's further training policy do exist (e.g. leave for preparation for certain technical, job-related and official examinations). According to a survey among works councils, such agreements on further training matters exist in approximately 20% of companies with more than 100 staff members at the moment (ÖIBF, 1992a). It is impossible to determine the exact number, however, due to the lack of a nation-wide documentation.

Pluralism of providers
The variety of providers is a striking feature of the further training field in Austria. Among the providers there are firms (training departments and customer training centres), state institutions and agencies under public law, the public service (e.g. administrative academies), private commercial and/or non-profit providers of training, groups of trainers and consultants, extension institutes of the universities, associations of employers and employees, etc. Also the aims and objectives pursued and the methods and programmes offered, differ to the same extent. Realizing an open further training programme is inhibited by different obstacles, such as the lack of an overview of the offer of vocational further training programmes, due to an insufficiency of nation-wide data banks. This is mainly true individuals interested in further training and for smaller companies without a training department of their own. Further training providers are partly subsidised by their respective supporting organisations. Also the demand for further training differs widely in the various target groups.

1.3 Access and Participation

Microcensus "Continuing vocational training and Retraining"
In the Microcensus (ÖStZA, 1992), course participation of Austrian employees and those registered unemployed is covered. This makes a direct comparison with surveys in companies impossible. A comparison of the years of investigation 1982 and 1989 shows a more pronounced tendency towards vocational further training. The rate of participation in vocational courses was a little less than 12% in 1989, 12.3% for men and at 10.9% for women. The difference between these figures has been decreasing dramatically over the past few years. In further training courses, mainly persons between 20 and 50 years of age participate, with participation decreasing with age. The higher the school qualification, the more likely is participation in further training (compulsory school graduates 8%, university graduates 32%). Course participation is also connected with the vocational position: 6% of the blue-collar workers participated in courses (semi-skilled 4%, foremen and master craftsmen 14%), 17% of the white-collar workers (unskilled workers 9%, in leading position 24%), 21% of the civil servants (unskilled 6%, in leading position 26%). A connection can be found also with the vocational qualification: The rate of participation amounts to 26% for the self-employed, 21% for civil servants, 17% for white-collar workers and 6% for blue-collar

workers. Apart from course attendance, other forms of internal further training are used. Most frequently mentioned are: getting acquainted with and practising work at machines or EDP equipment; study of technical literature; exchange of experience with superiors or colleagues; study trips; and excursions. Also here, as above, differences related to age, school qualification and vocational position can be observed. Persons whose workplaces are affected by technical, organisational and/or EDP-changes clearly participate more frequently in courses.

The companies' further training

The companies' further training and personnel development is practically in all cases carried out in co-operation between the management level (and/or the executives in the respective field) and specialists in the respective area. In most companies, the right to decide on the participation in further training measures of the company lies with the company's management and/or the participants' superiors. Further training managers or personnel development managers co-operate in most of the cases only in an advisory function (Kailer & Scheff, 1994).

In the majority of small enterprises, participation interest and demand for further training is assessed by informal one-on-one talks with the staff members. In larger companies, additional instruments, used at regular intervals, such as qualification needs analyses carried out during staff members' assessment talks or questioning their superiors, are becoming more important, (Kailer, 1990a).

Staff members are most often informed on existing offers of further training by the personnel and/or further training department and their respective superiors and/or by the works councils (ÖIBF, 1992a).

Participants in further training organised by companies are mainly the company's staff members. Over the past few years also further training measures for staff members of subcontractors, suppliers and customers have strongly increased in importance. Regarding the further training participation, clear differences can be seen in different target groups: in 1986, 88% of the companies carried out further training measures for managers, 71% for ordinary white-collar workers and skilled workers, 65% for the companies' management, and 28% for semi-skilled workers (Kailer, 1990a). This fact is corroborated by a more recent survey: in 56% of Austrian companies with more than 100 staff members the focus of the personnel development activities is on salary earners; in 52% on the executives; in 29% on the middle management; in 30% on the sales personnel; and in 17% on the skilled workers. In 1992, companies with more than 100 employees trained approximately one third of them. The rate of participation differs depending on the company: in 1992, approximately one quarter of the companies carried out further training activities for up to 10% of their employees, while approximately every fifth recorded a participation rate of more than 50%. Further training participation differs widely between the employee groups, due to the focus of companies on skilled labour and management level. More than average participation in further training is recorded for managers and commercial clerks, while below average participation is recorded for skilled workers, unskilled and semi-skilled labour. However, participation also varies strongly within every staff member group (Kailer, 1994). Whilst there are in general rather elaborated plans for further training in big companies, studies reveal simultaneously a big variation concerning the participation in further training in small and medium sized enterprises.

As far as quantity is concerned, approximately three quarters of all participants in further training of companies are white-collar and skilled workers (another half of which are commercial clerks). Participants from the top management level and (future) managers correspond to one seventh of the overall participation.

The frequency and duration of further training activities and the enrolment of employees still is rather selective. Participation in further training is predominantly targeted towards white collar seniors and employees in the tertiary sector, whereas un- or semi-skilled workers, clerks in lower positions and workers in the production sector are comparatively at a disadvantage.

Only training which is subsidised by the public, can reach those people who otherwise cannot afford any training on their own expense, who have had bad experiences in their initial training or who are simply rejecting any kind of training. Especially in the case of those people, further training is essentially needed because they either have already lost their job or they are at risk to loose it, due to their low qualification standard.

The duration of participation in the enterprises' further training programmes had an average of 3.6 days in 1992. Top managers, managers, future managers and salary earners show a tendency towards participation in training programmes of longer duration, if compared with skilled workers and semi-skilled or unskilled labour. But within every staff group again there is a distinct scattering of further training durations (ÖIBF, 1989b; Kailer, 1994).

All these figures, however, include only participation in training programmes (seminars, courses, and courses of instruction). Approximately fifty per cent of companies also offer other forms of further training, such as on-the-job training, study of literature, computer-aided learning programmes, workshops, project work, excursions, etc. The complete number of staff members who have participated in these forms of further training is estimated to be approximately one third of participants in organised further training events per year (Kailer, 1994).

Financing of companies' further training offers

The enterprises' further training offers are financed almost exclusively by the companies themselves (ÖIBF, 1989b, 1992a; Kailer, 1994). According to the Microcensus, 92% of the course attendance that has been arranged by the employers, is fully paid by the latter; 41% of the vocational courses attended on the employees own initiative, are paid by the employer as well (ÖStZA, 1992). At the moment, the arrangement of repayment or reimbursement in case of premature leave or retirement of the staff members from their companies, plays, in practice, only a small role.

Labour market training; access and financing

Labour market activities are directed towards the unemployed to improve their chances to get a new job, or towards persons in danger of loosing their job, to safeguard their present employment. Better opportunities for problem groups in the labour market are brought about by vocational preparation and offering work experience. Moreover the upgrading of qualification standards and the procurement of specialised knowledge should also offer better chances for an adequate, stable and well paid job.

Training institutes as well as companies can apply for subsidies which may cover the total personal costs and expenses as a maximum. On the other hand, participants can receive allowances as well, if required in cases of social neediness.

Labour market training activities are permanently evaluated in terms of their efficiency. These studies revealed outstanding results if compared with similar international purposes especially for higher educational programmes which brought about 80% employment rates after the training.

The companies' further training concentrates on their own staff members as well as employees from other companies (customer training). Unemployed Austrians, however, receive in the majority of cases their education, training and further training in external courses offered by such training providers as the Berufsförderungsinstitut (Institute for Vocational Training) and the Wirtschaftsförderungsinstitut (Institute for Economic Development), but partly in company training establishments as well. The Arbeitsmarktförderungsgesetz (law on the promotion of the labour market) forms the basis for a number of labour market training programmes; for continuing education, further training and retraining, and for special groups on the labour market, such as the unemployed, women, the handicapped, foreigners, and for problem regions. Financial aid for training, retraining or short additional training courses can be granted, inter alia, to persons without employment, those seeking a more qualified employment or those whose workplaces are affected by a closure or re-organisation of their firms.

Furthermore, there are other legal and financial measures to facilitate access to further training:
Labour foundations are set up on the basis of the "Arbeitslosenversicherungsgesetz" (law on unemployment insurance, s. 18 ArbVG) for a limited period of time in order to re-integrate those persons, who have become unemployed into the labour market by means of educational and (further) training measures, outplacement, and consultation regarding the establishment of new enterprises. In September 1994 there were 21 labour foundations in Austria, which, in the majority, were financed by companies, employees, federal government (labour market service), the respective provincial and/or local authorities. Additionally, there are 53 similar measures according to the law on the promotion of the labour market in which 50 percent of the costs are covered by the labour market service.

Changes in the political and economic framework can also have impact on the labour market, if important employers in certain regions decide to move to neighbouring countries in the east, or employers are forced to undergo structural changes, due to the growing international competition. It is to the labour market service to develop appropriate measures like training or other types of support, to those affected by these developments. In this respect, the instrument of creating labour foundations is of growing importance.
In the course of the collective contract negotiations for the metal workers and industrial employees in autumn 1993, a so-called *"Öffnungsklausel"* (opening clause) was agreed, in order to be able to allow and specify company specific employment-promoting measures (i.e. agreements negotiated by the employer and the works council), instead of determining an increase of the actual wages and salaries; 76 companies made use of this possibility. The focus was on investments in the fields of machines, research and development, as well as on sales-

promoting measures. In addition to this, little less than fifty per cent of arrangements contained provisions for training and further training measures. Most of these contracts are valid until autumn 1994.

In most of the Austrian provinces there are provisions for financial support for employed persons; either in the form of *"training checks"* (Bildungsschecks) for certain target groups or in the form of programmes and events, in the form of "Bildungskonten" (training accounts) and loans (amongst others) etc.

As with regard to fiscal law, employees are allowed to deduct the expenses made on behalf of continuing vocational training (e.g. course-fees, technical literature), from their taxable incomes as expenditures connected with the excersise of a trade or occupation. Such expenditures, however, are only regarded as training costs, if it concerns training, which improves the already acquired knowledge and skills, in order to excercise one's occupation in a more efficient way (s.16 ES+6. Income Tax Act). Expenses incurred in this context reduce tax if they exceed the lump sum for income-connected expenses. Expenses for further training are - even though they are often called "training investment" - regular operational expenses for the companies' respective business year. Only in the case of larger capital expenditure in fixed assets (e.g. in equipment with machines or in media for training purposes), deductions can be spread over several years.

1.4 Offer and Providers

Since there are no nation-wide records on the further training offers in Austria and, furthermore since the statistical data on the individual institutions can only be compared to a limited extent, data on the further training market are only partially available. Nevertheless, a continuous increase of participation in further training programmes over the past few years can be observed.

Comparing *participation numbers per institution*, Austria's landscape is dominated by the Wirtschaftsförderungsinstitut (Institute for Economic Development) with a total of more than 240,000 participitations per year, and the Berufsförderungsinstitut (Institute for Vocational Training) with more than 60,000 participations per year. In customer, subcontractor and supplier training programmes of companies, an estimated number of approximately 100,000 persons participate. Courses and programmes provided by the over 1,500 private institutions (some estimations by experts come to a considerably higher number) are attended by far more than 50,000 people. Approximately, 20,000 participations fall to the management institutes, to job- and company-specific courses offered by the Volkswirtschaftliche Gesellschaften (Adult Educational Associations), and to the Volkshochschulen (adult education centres). A number of approximately 15,000 people go to schools for the employed and approximately 16,000 participants attend universities (including those sitting for the university matriculation qualification).

The Microcensus points to the central role companies play as both providers and demanders of job-specific further training: over one third of course attendants received further training in their own company or in connection with customer, subcontractor or supplier training (ÖStZA 1992). These figures do not yet include short seminars, learning in quality circles or learning in

the process of work. Other surveys illustrate the increased relevance of private trainers and consultants as co-operation partners in the companies' further training (Kailer, 1990b; Kailer & Scheff, 1994).

The Wirtschaftsförderungsinstitute (Institutes for Economic Development) and the Berufsförderungsinstitute (Institutes for Vocational Training) are important co-operation partners for small and medium-sized companies in the field of further training and personnel development. The importance of private groups of trainers and consultants is increasing as well as the increasing share of providers from other countries. The significance of customer training is recognisable also. In Austria - just like in Germany - approximately every fifth company does also carry out training measures for staff members of other enterprises. In this connection, the ever-increasing number of "now-and-then providers" is remarkable: the companies use the rooms and technical knowledge available and/or carry out seminars for (potential) customers for reasons of PR. Out of this growing host of new small providers several organizers have developed over the past few years, who are now present in certain market segments with a considerable number of courses and programmes. In the past few years, the further training offers by universities have increased. Their offer comprises postgraduate studies, university courses, study courses, and seminars. It has to be taken into account that university teachers furthermore carry out external and internal training courses on a private basis (Hackl & Kailer, 1991). In addition to the establishment of extension institutes of the universities, the University Centre for Postgraduate Studies ("Donau-Universität Krems") was founded in 1994.

In order to monetarily *support course offers* various financial and legal measures are utilised - apart from the internal financial support for further training providers by their respective organisations. Thus e.g. training institutes (and also company training centres) are granted financial aid and contributions for training costs in the framework of the law on the promotion of the labour market (AMFG) depending on the labour market political significance of the individual further training measures. For measures carried out by order of the Labour Market Administration, the personnel costs and the capital expenditure incurred can be supported up to the full amount. Furthermore, also grants and allowances are possible for investments in building and construction and for capital expenditure on equipment.
In the framework of the "Development Plan for a Co-operative System of Adult Education in Austria", the Federal Ministry for Education and the Arts has since 1981 supported projects conducted by individual adult education organisations. These supported projects include both the development of material and the organisation of pilot programmes or courses with a total volume of approximately ATS 70 million.
Further impulses come from the Austrian participation in training programmes of the European Union. Since 1990 Austria has been a participant in COMETT II, the Community programme of the EU to support training and further training in the field of technology. In the year 1993, 18 projects were approved.
The offer is influenced indirectly by the development of leaflets and checklists for those interested in further training, by the extension of consulting services, and the training of staff members to become (part-time) responsible for further training in the companies.

1.5 Needs Analysis and Planning

In the training activities by enterprises, the training needs analysis and planning of training is either carried out by the companies themselves, or -especially in small and medium-sized companies with no training department of their own- performed by external training institutes and consultants. In the case of measures conducted by the Labour Market Administration, planning and execution is mostly done by the organising training providers.

Approximately every third medium-sized and large enterprise has a written *training plan* at its disposal (Kailer, 1990a; ÖIBF, 1989b). The larger the company, the more often further training plans can be found (e.g. in three out of four large companies with more than 1,000 staff members). These schemes show a broad variety both in content and in detail.

A systematic controlling of further training activities is not really very common. Further training needs analysis, evaluation, and planning and controlling of the training budget are made only in a part of the companies. The *training needs analysis* of small companies is most frequently done by (rather informal) one-on-one talks with staff members. In larger companies most often superiors are questioned, or staff members themselves are asked to report their needs. Larger companies have also partly introduced routine surveys, such as surveys by means of questionnaires, interviews of participants at the end of the seminars, needs analysis in the framework of the annual staff members assessment talks, etc. (Kailer, 1990a).

Whereas in the past *controlling of training* was carried out only in a few companies in a systematic way, the current economic situation has led to its expansion as a major task in the field of training. The introduction and/or extension of controlling of training, together with the elaboration of quality management concepts, form the major issues in the current shift in the focus of the companies' training activities since the end of 1993 (Kailer & Scheff, 1994).

Ad-hoc further training without further training plans and schemes has been decreasing over the past few years due to the *"certification boom"* with ISO 9000. The introduction of quality management systems according to ISO 9000 has brought big changes for the enterprises' further training activities, such as the introduction of routine needs' surveys, evaluation, documentation, choice of trainers and course design. In addition to this, further training institutes and consulting groups themselves, try to get certified according to ISO 9000 to an increasing extent.

Questions of *quality management and evaluation* are becoming more and more important in further training - last but not least because of the growing cost pressure and the booming number of providers. Companies determine the quality of external further training offers most frequently through reports of course participants, exchanging information with representatives of other companies responsible for training matters, and through trial attendance of seminars. The selection of external seminars is mostly done on the basis of the written seminar descriptions and information by target groups. In line with this, the primary information demand expressed towards further training providers, concerns informative and expressive written material. Also the employment of external training consultants is becoming more important (Kraus, Kailer & Wagner, 1992).

Considerable attention is paid to increasing *the transparency of offers*. As a basic requirement for an improvement of the planning of training and a target-oriented choice of external authorities responsible for the training offer. This includes the development of lists (registers) of further training providers, the gradual establishment of nation-wide data banks for further training (e.g. the adult education information system "EBIS") and the publication of informative leaflets or checklists for either those interested in participating or those responsible for organising further training courses in companies. Especially for smaller and medium-sized companies, where external experts are used as "external training departments", external training consultancy as well as the training of the companies' own staff members to become responsible for further training matters -as an additional job- is getting more important. This is taken into consideration by training providers who are now establishing further training counselling, offering training needs diagnoses on the spot, and developing train-the-trainer programmes.

Against the background of the recent economic development and the resulting slackness in demand for external training courses, *the use of external providers* by companies has changed dramatically: external trainers and consultants are selected in a more purposeful way and more long-term co-operations are sought. Instead of dispersing participation in external courses over several providers, there appears a concentration on a few external providers. Cost savings are also obtained by making use of more cost-advantageous external offers. In addition to this external trainers and consultants are increasingly engaged for internal workshops and as process consultants for organisational development projects (Kailer & Scheff, 1994). Especially companies with some experience in further training increasingly ask for branch-specific programmes, combinations of training and business consulting, and further training consulting by external specialists (Kraus, Kailer & Wagner, 1992).

1.6 Conclusions and Further Developments

The *number of providers* of training programmes and other services in the field of further training, will *further increase*, certainly on the international level. This in spite of the currently prevailing slackness in demand from the part of the companies. Apart from the established seminar providers, a growing number of training and consulting groups act as specialised "market niche providers". Customer training centres and further training departments which are run as profit centres for firms, "now-and-then providers" (e.g. newspapers, publishing houses, producers of teaching and instruction media), and universities can increasingly be seen on the further training market.

This boom of providers necessitates measures to increase the *transparency of offers*. Especially for companies where no staff member has explicitly been made responsible for training matters and also for private persons interested in further training. Starting points would, e.g., be the drawing up of lists of training providers, or the establishment of EDP-supported training data banks as well as their connection to international networks. The necessity of integrating further training consulting activities into such databanks, is a decisive factor for using these services. The following two factors are of equal importance for the increase of transparency: the training of further training consultants and the extension of further training consultancy as part of institutions organising training programmes as well as regional consulting and information institutes.

Likewise, the practice of *quality management* is becoming more important. For putting it into reality, a variety of basic policies are pursued: thus, for instance, quality criteria have been developed on a voluntary basis by provider associations (as a prerequisite for awarding a so-called "Gütesiegel" or "seal of top quality"). For the publicly financed labour market training, the compilation of selection criteria and minimum standards, will increasingly be discussed. A *certification* according to ISO 9000 will in the course of the next few years become a central competitive factor for further training institutes and consulting groups. In the face of the great number and variety of organizers, institutions, forms of financing and above-mentioned target groups it has to be expected that different approaches to quality management will be developed and applied. International comparisons, model projects and evaluation studies can, in this respect, play an important supportive role.

In the face of the economic situation and the resulting slackness in demand in enterprises as well as in training institutions, the introduction of *controlling of training* is getting more and more important. The promotion of model experiments to set up systems of evaluation and controlling as well as the publication of cases of good practice may be helpful in this respect.

The number of persons responsible for further training, e.g trainers and consultants, is growing; particularly in medium-sized enterprises, staff members are entrusted with these tasks. In their majority these are employees who up to the point of their nomination had different tasks in their company. Against the background of the increasing significance of new tasks in training, such as training and educational consulting, coaching, development and use of new media, process consulting in organisational development processes, etc., as well as in order to *professionalise the trainers, training personnel and personnel development managers*, a broad spectrum of educational and further training measures will have to be developed in the future ranging from short seminars, coaching, and further training parallel to their work to university study courses.

The significance of the *use of new media* in continuing vocational training (e.g. computer-based training, self-instruction material, etc.) will steadily increase. A prerequisite for their appropriate inclusion into the internal, external and joint further training programmes is, however, a correspondingly adequate training of the training personnel. Experiences gained in the course of promoted model projects - both regarding the development of material and its use in practice - can support the further propagation of these media. The (border-crossing) access to these learning and teaching aids requires the establishment of specific provider networks and data banks.

In order to promote further training motivation, in particular of those target groups who until now have not been very active in further training, it seems appropriate to launch also regional or nation-wide *further training campaigns* in co-operation with the various adult education and training organisations. Especially for companies or target groups who are not or very little active in further training it might however be necessary to link advertising campaigns with consulting services and financial support.

Against the background of the current discussions on the retirement age, on early retirements, reduction of working hours, etc., it has to be expected that the discussion on the various

models of *training or educational leave* and on respective regulations in collective agreements will be continued.

In order to increase the further training motivation, a number of *tax incentives* are being discussed, such as the incentive for the gainfully employed to take out privately incurred training- expenses of the lump sum for income-connected expenses (Werbungskostenpauschale), so that further training expenses will in all cases lead to a tax reduction, or the incentive to make it possible for companies to create a tax-privileged qualification reserve. Moreover, there are suggestions of direct *financial support and promotion* for further training participants, e.g. by gradually introducing a training cheque system for all gainfully employed or through further training loans. An evaluation of existing promotional systems in the Austrian Federal provinces could form a basis for considerations going beyond the present ideas.

Even though the endowment of the *EU training programmes* with financial means is small in comparison with national training expenses, they do set impulses towards a promotion of the European dimension, towards an internationalisation of the further training market, and towards the establishment of networks. Their first effects can be observed in Austria's already existing participation in COMETT II: the refluxes for Austrian project participation amount to ATS 67 million, which were used for course development, mobility grants, and for the establishment and promotion of the UETPs. As of 1995, Austria will fully participate in all running EU training programmes, so that stronger impacts on the further training market can be expected for the future.
Moreover, as a result of the membership negotiations with the EU, provisions have been made for Austria to receive approximately ATS 1.5 thousand million during the period 1995 to 1999 from the *European Social Fund*, which, according to the Federal Ministry of Work and Social Affairs, are to be used for focal points like work foundations, a qualification offensive, consulting initiatives, etc.
An intensification of measures of *labour market promotion* for those in danger of losing their workplace in the medium term can take place in the context of the targets and with means of the ESF. Points under discussion are, e.g., the implementation of financial incentives, with means from the labour market administration, to compensate companies (financially) during the first training phases of newly recruited staff.

In the face of the still increasing significance of educational and further training matters for both economic and social policies and politics, a series of important *topics for research* come to the fore, such as the training activities of small and very small enterprises; barriers to further training; surveys of and studies on non-participants; possibilities of combinations of training and learning sites; learning in the process of work; concepts of decentralised further training and self-controlled forms of learning. Impulses for science and practical work come from financial aids for *model projects* (both regarding the development of material and their realisation, regarding considerations on a transfer to other companies and other regions, as well as their evaluation). An improvement of the statistical basis on education and training is of interest also for international comparisons. Incentives for the practical daily work could be expected from the publication of cases of good practice as well as from the creation of prizes and awards for exemplary vocational training work of companies - both for the external providers and for the companies.

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2. CONTINUING VOCATIONAL TRAINING IN FLANDERS (BELGIUM)

Luc van de Poele

2.1 Introduction

Flanders (the region of Flanders and the Flemish Community) is a part of the Federal State of Belgium. Flemish legislation on continuing vocational training is laid down in Flemish law (decrees) on the one hand, and in Federal law (at the Belgian level) on the other.

The present legal situation surrounding continuing vocational training has grown gradually with respect to the various institutions and organisations active in this domain. There can be no real talk of a co-ordinating legal framework that fully governs continuing vocational training in Flanders. The legal provisions can be found in several judicial instruments of which, moreover, they only form a part. The picture sketched in this chapter is therefore more of a mosaic than a system.

In order to understand fully the characteristics and problems of continuing vocational training in Flanders, it is useful to have some insight in the characteristics of the initial educational system.

The Year Group System

The length of education is generally based on the system of dividing classes according to subject matter. The pupils are formed into classes. In the first instance these classes are based on the pupils age. In ideal circumstances the maximum age difference in a single class will be one year, i.e. the children are all born in the same year. The learning process is divided over units of time. The volume of subject matter is divided into school years. Both pupil and teacher must achieve their objectives within the time allocated. This requires a classical teaching system involving simultaneous education for the most homogenous groups of pupils possible. An essential factor here is the strong link between the material content and the learning period.

The School Leaving Age and School Delay

In Belgium the school leaving age remained 14, until 1983. Only then, the leaving age was extended to 18 (part-time after the age of 16). In other countries the school leaving age had already been 15 or 16 for a long time. In the past, many people left secondary education without obtaining their diploma of secondary education. Even after the school leaving age was extended, many continued to leave unqualified. Compared with other countries, Belgium shows a relatively high number of repeaters and pupils with school delay. In 1990-1991 a good 40% of the pupils in the sixth year of secondary education were assessed as being delayed in their schoolcareer. Factors such as failing to reach the standards (not achieving enough) in the chosen area of study, illness, lack of school maturity, removals and domestic circumstances can all lead to school delay. This is likely to mean repeating a year, moving to a less difficult area of study, leaving school without diploma (after 18) or moving to another form of education (e.g. training for the self-employed and small and medium-sized enterprises).

The Universal Validity of the Secondary Education Diploma
Having successfully completed general technical or art technical education, the pupil obtains a diploma giving him/her access to higher education. After his/her vocational secondary education the pupil can follow an extra year to gain access to higher education.

2.2 The main characteristics and features of the CVT system and concepts.

One cannot speak of a single system of continuing vocational training in Belgium. Historically, this is due to the fact that various ministers hold a measure of responsibility for continuing vocational training. Training centres and initiatives are set up by almost every actor operating in the field of education and labour. The educational options open to adults in Flanders are the result of several initiatives. These initiatives can be placed at points along two axes and presented in the form of a diagram (see figure 1). The initial-continuing axis represents the training available along a line of initial to continuing education. The general-vocational axis represents the training available along a line of general to vocational education.
Not all of the initiatives open to adults fall under continuing vocational training. Initiatives that do fall under continuing vocational training are outlined in the diagram. Some initiatives can be placed at different points.

Table 1: Educational Options open to Adults in Flanders

permanent			
	Basic Adult Education Socio Cultural Animation some OSP-courses	Distance Education	CONTINUAL VOCATIONAL TRAINING VBAB-training OSP-training VIZO-training Continuing Agricultural training Business training Training for people with disabilities Private training centres
		Post-university courses	
	Primary Education General Secondary Education Special Secondary Education	Art Secondary Education Technical Secondary Education Higher education Open Higher Education Second Chance Education	Vocational Secondary Education Apprenticeship Army-training Special Secondary Education
initial			
	general		vocational

Primary education, secondary education, higher education outside university and university education are forms of initial training.

Under *basic adult education* we have indicated programmes intended for adults who have had little preparatory training. Basic adult education aims towards an acquisition of the elementary knowledge and skills required to function in modern society, such as reading, writing and arithmetic.

Socio-cultural animation provides educational opportunities or programmes aimed at the all-round development of a person, with the purpose of a better understanding of him/herself, of his/her situation, and promoting a valued participation in society. In Flanders, this type of programmes usually is in the area of meaningful leisure activities and is mainly provided by community centres or cultural centres. Socio-cultural animation does in principle, not form part of continuing vocational training, although some courses can have a stimulating effect on attitudes to work and can even lead to better opportunities on the labour market. Part of the socio-cultural animation, for example, is connected to labour organisations.

In theory, *education for social advancement* (OSP) is a form of education with a limited curriculum. It is given in normal educational institutions in the form of evening and week-end courses for adults. In the diagram, education for social advancement is placed on the general as well as vocational-continuing axes. These courses can be followed with the intention to complete vocational studies (e.g. languages for a translator-interpreter) or to obtain an additional diploma or study subject, outside the scope of one's own actual profession (e.g. languages for someone who goes on holiday to Spain every year).

Distance education has evolved from the earlier form of Correspondence Education. It offers the opportunity for self-study at various educational levels.

Post-university courses are intended as a supplement, or specialisation or as teacher training. This form of education, which also includes doctorate and post-graduate studies, for example, derives its specific character from the close link with initial education and the often highly specialised (scientific), but not always direct link with the practice of a profession.

The fundamental objective of *Open Higher Education* is to open the door to higher education for mature students who are already active in a professional career or who, for other reasons, find this more accessible than contact education.

Second chance education is designed to offer certificates and diplomas equivalent to those obtained in initial education to adults who did not have the chance in their youth to follow education, or who were unable to use this chance due to social, economic or cultural circumstances. The main aim of second chance education is to prepare students for the Examination board of the Flemish Community.

VIZO training, for the self-employed and those working in small to medium-sized enterprises, is a coherent system of continuing training for (future) manager-owners of small to medium-sized enterprises, their close employees and the self-employed.

The Flemish Service for Employment Counselling and Vocational Training (VDAB) offers refresher courses or further studies for all types of jobs, aimed at both employed and unemployed. This is possible for all types of job training. The decree of 20 March 1984 on the VDAB described vocational training as follows: "every measure aimed at giving someone the professional competence to work in paid employment. This can include: (1) preparation for qualification in a trade, job or functions ; (2) re-training for another trade or job; (3) further or finishing studies to acquire professional expertise or skills".
Continuing agricultural training intends to further the education of employees in the agricultural sector. Through the option of continuing training they are able to acquire new professional competence in the agricultural field or improve their already acquired skills.
Business training includes all training activities offered by companies to their employees (internal or external) in order to improve their performance on the job and both delineate and enhance their careers within the company.
People with disabilities can follow, if possible, a training course in an existing centre. A number of special measures provide retraining or continuing vocational training for the physically and mentally disabled. These courses are available in continuing training centres for the physically and mentally disabled (CBO), in companies, or in training centres recognised by the Flemish Fund for Social Integration of Persons with Disabilities (VFSIPH) .
A large number of private training bodies (±1200 in Flanders) offer training within the context of continuing vocational training. These options are extremely varied; since they are not governed by any national or branch organisation, they are not described here in detail.

2.3 Access and participation

Our demarcation of continuing vocational training excludes an overlap with initial training. Since the school leaving age in Belgium is 18, we can assume that continuing vocational training will not be undertaken before this age (part-time school children can however attent VDAB and OSP courses).
The general principle in Belgium of *free access* to education also holds for continuing vocational training. The various forms of secondary education give universal access to higher education; this implicates that formal access restrictions do not exist in continuing vocational training either. There is, however, a degree of restricted access to some training courses intended for certain sectors (e.g. agriculture) or certain target groups (the physically and mentally disabled). 'Numerous Clauses' does not (yet) exist in Belgian education and, therefore, does not exist in continuing vocational training either.
Course options are broad and several organisations often offer a certain type of training. The training bodies are *geographically well spread* so that everyone has the chance to follow a course without having to travel too far for the privilege.
One of the characteristics of Belgian education, including publicly provided or supported continuing vocational training, is the relatively *low or even non-existent registration fees*. As far as registration fees are charged, they are rather moderate and part of a recent development. Moreover, students belonging to "high-risk groups" often enjoy additional facilities. If compared with the fees for public training programmes, the registration fees for privately provided courses are often high, if not astronomical.

Participation of the Working Population.
It is difficult, if not impossible, to quote exact figures for the level of participation in continuing vocational training. Some students participate in more than one form of training. Furthermore, training is becoming more and more part of job performance, and the demarcation between work and training is beginning to fade. Also, the difference between continuing vocational training and general training is not always clear, since OSP, for example, offers both; and what complements the profession of one employee is no more than a hobby for another.

Demarcating continuing vocational training as being more or less distinguishable from work in terms of place, time or organisation, it can be estimated that the number of participants in CVT is over 300.000 (Smet, 1992). This figure does not include `on-the-job' training. A participation rate of over 300.000, means that 10% of the Flemish working population or 5% of the total Flemish population is participating. Since continuing vocational training is not exclusively provided to employees, but includes unemployed or `non-working' participants as well, the last figure might give a more accurate impression.

To get a general impression of the participants' characteristics, we have to refer to the annual labour force census, conducted amongst approximately 30.000 families, by the National Institute for Statistics (NIS). This census gives a general picture of the relations between the various categories participating in continuing vocational training.

The NIS data show that 52.6% of the trainees fall into 25-44 age group and 35.5% into the 14-24 age group. The remaining 8% are spread over the older age groups.
Clearly therefore, only a few people follow additional training after the age of 45; past the age of 65, the quantity is even negligible (0.4%). It appears more men than women participate in continuing vocational training; respectively 56.5% males against 43.5% females.

The Physically and mentally disabled often take part in the labour process and in training without this being known by the employers, colleagues or organisers.

The interprofessional agreements
Under the Interprofessional agreements of 1989-1990, 1991-1992 and 1993-1994, labour and management initially agreed to allocate a certain percentage of the salaries to training and employing certain risk groups amongst the unemployed, and later on, amongst workers in general. Initially, these means were reserved for initiatives other than those started by the employers, which were intended to provide their own workers with further training. The first agreements focused on employers' special efforts, to train and integrate those youths and job-seekers, that have little chance of involvement in the labour process.
In the year 1989-1990, the entire private sector was asked to contribute 0,18% of the gross pay-roll in support of employment and training initiatives. This contribution was transferred to the National Employment Fund. Sectors and/or companies that, under collective labour agreements, made arrangements to contribute even larger amounts to the employment and training of risk groups, were released from the obligation to contribute to the Employment Fund. These arrangements or initiatives would, however, have to involve groups such as school children working part-time, unqualified adults or the long-term unemployed.

Some of the training courses already on offer in these companies or sectors were therefore hardly eligible for exemption from the 0.18% contribution.

The interprofessional agreement of 1991-1992 raised the 0.18% contribution to 0.25%. It also extended the definition of risk groups. Training initiatives for other risk groups such as the physically and mentally disabled, positive action for women, recycling initiatives for older workers under threat, etc. also became eligible for financing through the Employment Fund, or for exemption from contribution, provided other arrangements were made under a Collective Labour Agreement. An amount of 0.10% was reserved for the risk groups defined under the previous interprofessional agreement. The interprofessional agreement of 1993-1994 has retained the 0.25% contribution. This has however been split into 0.10%, used by the government to finance a risk group counselling plan, and 0.15%, payable by the companies for initiatives designed to help specific risk groups, that have been identified at the sectoral level or within companies. The companies have therefore gained more freedom in determining employment or training activities that exempt them from contributing to the Employment Fund. In some cases exemption will be granted by the very fact that older training initiatives are now recognised by the Minister as actions designed to benefit the risk groups.
The amounts made available to risk groups via the successive interprofessional agreements can be used for training and for initiatives to promote employment.

Paid Education Leave
Employees are allowed to be absent from work as compensation for taking part in a form of education or training which is recognised under the Paid Education Leave System (PEL). They continue to receive their salaries. Labourers and clerical workers with full-time careers in the private sector have a right to Paid Education Leave.
Civil servants are governed by a different set of regulations.
Teaching staff are also excluded from this type of leave. Paid Education Leave does not need to be spent on courses related to the trainee's career. The leave can also cover general education that links in more with the individual requirements of the participant than with the needs of the employer. Until recently, some training courses strictly defined as hobbyist were eligible for Paid Education Leave.
The PEL system only regulates leave and payment. The training itself must be given within existing, recognised bodies. The training is usually given outside work hours. The leave must be taken during the training period.

Financial Incentives.
Any worker who pays for further studies (e.g. language courses and technical seminars) that bear a direct relation to his/her profession, may deduct this cost from his/her taxable income, if the training in which the individual enrols, meets certain criteria. The employee can enrol in training programmes on its own initiative, without instructions from the employer. The costs of this training however, must relate to the present profession or follow on from a professional skill learned at an earlier date (even if the work no longer bears relation to this). The costs of re-training, in which new professional skills are learned that bear no relation to the present profession, can, however, not be deducted from taxable income. These tax benefits are only available to employees. The unemployed are not allowed to deduct their training costs from their taxable incomes. Unemployed persons participating in a VDAB training course, receive, an extra income of BFr. 40 (1 ECU) gross per hour on top of their unemployment benefit.

Unemployed trainees with children up to the age of three also receive a child care allowance of BFr. 320 (8 ECU) per day.
Companies can deduct the costs of continuing vocational training from their taxable profits, as they can with all business expenses.

Training Clause
The training clause is a contractual clause (included or appended to the employment contract) in which the employer and employee agree that, should the employee leave the undertaking before a given period of time, he/she will repay the employer a portion of the training costs.
This contractual clause was accepted by the Supreme Court of Appeal (19 September 1973) and since, then it has been fairly unanimously accepted that a training clause is legally valid when it provides an employer compensation for the loss sustained when an employee, for whom he has funded heavy training, leaves the undertaking of his own free will.

Sectorial Regulations
The legislation lays down the specific requirements relating to some professions and some sectors, which are sufficient for a place in vocational training. A few examples are worthy of discussion here.
In the electricity sector the employees of nuclear power stations must possess a certificate of competence that can only be obtained via a training course followed by examination.
The law of 10 April 1990 on surveillance companies, security companies and internal surveillance services, outlines that leading and executive personnel in these services must meet with a number of requirements relating to vocational education and training. Independent trades with regulated conditions of establishment may only be practised by the holders of a certificate of establishment issued by the Provincial Chamber of Crafts men and Traders. The certificate is issued on compliance with a number of conditions relating to business management and professional knowledge. A certificate is also required for the establishment of a retail activity, i.e. the distribution certificate. In many cases, anyone wishing to set up as self-employed must follow additional training. Both the establishment and distribution certificates can be obtained by following a VIZO training course.

2.4 Supply and suppliers

It is extremely difficult to classify the various training bodies in terms of the number of participants, not just because there are often no figures available, but because the term 'participant' can have so many different meanings. In some cases it is sufficient to attend a one-day workshop. Other organisations, only have students who follow several years of full-time training. Furthermore, some organisations count either the number of courses or registrations, but never the number of people involved. It is highly probable that in and between organisations, part of the participants will be counted twice.

Without doubt, with 130,525 students, Education for Social Advancement is the largest organisation for continuing vocational training. The Flemish Service for Employment Counselling and Vocational Training (VDAB) comes next with 45,089 participants, of which around half are unemployed. VIZO training for the self-employed and small to medium-sized enterprises counts 33,287 participants in enterprise training; 21,435 young school leavers follow practical courses in the form of work placements. There are no data available on the

numbers involved in agricultural training or training in the armed forces. These figures all relate to the year 1991.

Business training
It is also extremely difficult to estimate the number of participants in training courses offered by private organisations and under internal business training. The only data available here are those from a study carried out on a limited sample of Belgian companies. This study shows that the lower a company is on the hierarchical ladder the more its training will be internal. On average one out of a hundred companies provides management training internally only, while 28% of the companies offer their employees continuing vocational training, internally only. Executive training is exclusively internal for 3% of companies and exclusively external for 28%. The relative proportion of internal training is nevertheless higher than that for managers. The explanation is simple: these executives represent a larger group, they have a lower position in the hierarchy, and in this category the training forms a more coherent part of personnel management. Contrary to the case for management and executives, training for clerical workers is mostly internal. In this sense, the approach is very similar to that taken for labourers: 15% of companies stated that training for clerical workers is exclusively internal as opposed to 28% for labourers (Van Assche & Vandewattyne, 1990) .

The choice of internal as opposed to external training depends on size, sector, personnel category and training content.
However, the first criterion is in fact the number of participants. Individual training, usually is given externally, while group training usually is given internally. The importance, availability and competence of the training staff also play an important role. If an in-house training centre and instructors are available, the tendency is towards internal training. Training objectives also play a major role. If the objectives are strongly related to the business culture, ideology or values, training will usually be internal. Training is also internal when the aim is to import know-how that links in with a work method particular to the company. (Van Assche & Vandewattyne, 1990).

Besides the training courses worked out and offered to employees internally, there are also a great many programmes offered externally by suppliers, training bodies, consultants, etc. Distributors of industrial products usually provide functional training, either directly or via their network of dealerships. Since the whole production process and the service sector are using complicated apparatus, this requires continual adjustments through training. Training, such as after sales service, is moreover handled as a sales argument.

A number of training bodies (mostly private) operate in the area of career development. They organise courses at a relatively high price (often in the evenings). The participants usually pay the costs for training themselves. It is not uncommon for a participant to change jobs after such a course, especially if the chances of promotion within the organisation itself are slim. Other training bodies aim primarily, through long and short-term programmes, at acquainting participants in industry with new technologies. Conferences, trade fairs and so on, are often organised within this same perspective. Here, the costs are usually borne by the company. Some of these organisations limit themselves to a specific area of knowledge (such as languages, computers, technical knowledge) or sector, whilst others have a very broad range of options.

Although Flanders has no hard data on developments in this sector, we can assume that various organisations have moved in on current developments with a quality and customer-focused approach. The present tendencies are towards stagnation in the demand for commercial and computer training (with emphasis currently on the efficient use of the resources at hand), a fall in scientific and language training courses and a rise in the demand for communications and management training.

In Flanders, the total number of private bodies offering training programmes for industry is estimated at 1200. These may well include independent consultant-instructors, but also large consultancy bureaus that set up training departments designed to put their recommendations immediately into practice with the help of relevant training.

Continuing Vocational Training for the unemployed
Job-seekers usually take part in the training offered by the Flemish Service for Employment Counselling and Vocational Training. In 1992 there were 265,569 job-seekers. 58% of VDAB training courses are provided for job-seekers. This 58% actually accounts for 93% of the hours spent in training because the job-seekers follow courses of longer duration. In 1992, job-seekers spent 7,513.869 hours in training, whereas workers spent 527.207 hours.
In addition to ordinary courses the unemployed can also follow individual vocational training courses. These are 'on-the-job' courses in a company, whereby the employer's training costs are greatly reduced. During training the trainee continues to receive unemployment benefit. The employer pays an additional premium and undertakes to employ the trainee permanently upon completion of the training. The number of job-seekers in Education for Social Advancement (OSP) and VIZO Training for the Self-employed and Small and medium-sized enterprises is very low (e.g. +/- 5% in OSP).

In recent years there has been a greater awareness of the fact that unqualified adults experience difficulties in accessing the various continuing vocational training initiatives. Projects have been set up by different continuing education authorities to motivate unqualified adults and offer them a chance to follow continuing vocational training courses. On the one hand, this has been achieved by organising courses that aim at acquiring elementary skills and thus providing a basis for further training (basic education, second chance education). On the other hand, the centres themselves have introduced activities designed to lower the threshold.

As the threshold for vocational training, provided by bodies like the VDAB, appeared too high for many unqualified adults, a number of initiatives were taken to prepare job-seekers for vocational training. Various formulas were developed: grow-in centres, alternating training, re-employment. In the first instance these threshold-lowering initiatives pursue no specific import of technical skills, but attempt rather to (re)familiarise the student with work situations, enhance self-confidence, provide attitudes to work and reduce social vulnerability.

In 1989 the VDAB set up the 'Weer-Werkactie'(WW) or re-employment program as a specific instrument for guiding the long-term unemployed back into the labour process. The basic cornerstones are (1) individually tailored support, (2) voluntary support and (3) support for as long as necessary.

Intensive individual counselling is central to the campaign. In 1992, 7737 new WW clients received support and guidance, of which 4863 clients left the WW system. This campaign contains general training and specific preparatory training. The WW-program provides the chance of temporary and subsidised contractual employment, during which the employer must offer practically oriented training. In recent years the re-employment program has lent support to those with higher qualifications. For the minority, re- employment counselling leads to employment in the normal labour circuit. For some, it results in vocational training within the normal VDAB options. The majority return to unemployment. WW clients appear three times more likely to find work than the other long-term unemployed .

The grow-in centres are actually intended as a complement to the re-employment program for unqualified adults and the long-term unemployed. A second group targeted by the grow-in centres is the category of reenterers - women who have interrupted their professional careers for a long period to raise their children and who now want to re-enter professional life. A third target group are the unqualified adults, who, however, do not form part of the long-term unemployed. The characteristics common to these three categories are a low level of schooling and a range of personal problems associated with employment and training.

Grow-in centres pursue the following objectives:
- making the student aware of his/her learning capacity;
- growing into a fixed time structure and rhythm;
- finding solutions to the problems related to social and family life, e.g. child care facilities;
- becoming more mobile;
- wanting to invest in longer-term training;
- learning to show a readiness to follow training and return to work;
- acquiring essential attitudes to life (neatness and accuracy ...);
- regaining self-confidence;
- providing preparatory training, technicality via the courses.

In 1992, 1295 students started a training course at a grow-in centre, 30% of whom were referred by WW. The training results were as follows: 45% moved on to further training; 9% found employment; 34% stopped and 12% remained in the training course of the grow-in centre.

Over the last ten years, with the help of the Flemish authorities (and the European Social Fund), many local authorities have started their own smallscale training initiatives to combat unemployment for the underprivileged. Most are work experience projects, in which the work is performed under technical and social supervision in a real work situation (such as building restoration). To a greater degree than is prevalent in the re- employment (WW), attention is given to social education and solving community problems (e.g. help in budget management). These local initiatives affect about +/- 3500 people per year.

Gender differences
In recent years various initiatives have been introduced to give women more access to all vocational training courses in all sectors. This principally involves changing the attitudes of both men and women to the notion of 'male dominated professions'. The large-scale

promotion campaign, set up by the Ministry for Employment and Labour, to direct more women towards the technical subjects, has been a major part of this effort. A number of positive actions are being worked out by both the private and public sectors. It is mainly the VIZO centres for the self-employed and small to medium-sized enterprises and the VDAB, that have introduced initiatives, giving women equal access to technical training courses. They do not only attempt this by providing more information, but by removing thresholds such as (im)mobility, childcare and lack of background knowledge as well. As these projects are still in the developmental stage it is difficult to give an accurate picture of their effects.

Language courses
Knowledge of languages has always been a strong economic and cultural card in the hands of the Flemish population. Belgium has three official languages: Dutch, French and German. Languages are therefore of prime importance for fluent communications in the country. Belgium is also home to various international organisations. Language courses have always had an important position in both initial education and continuing vocational training.

Anyone who falls within a target group defined by one of the various authorities for continuing vocational training may register for a course. There is no need to be of Belgian nationality. A number of people who actually are of Belgian nationality can also have a faltering knowledge of Dutch. One of the main requirements for following a continuing vocational training course is, however, a sufficient knowledge of Dutch. In recent years there has been a growing awareness of the fact that certain groups have little chance of success in continuing vocational training. One of the causes would appear to be an insufficient knowledge of Dutch. The government wishes to solve this problem by making extra funds available for basic education. However, the different authorities must introduce initiatives too. These are now at the developmental stage. Since 1992 the VDAB has been working on the professional extension of 'Dutch for Immigrants'. VIZO training for the self-employed and small to medium-sized enterprises is currently working on a proposal.
Various organisations which fall under socio-cultural animation are also providing Dutch as a second language. It would seem that there is a rich (but overlapping) range of options.

2.5 Demand and planning

In this case the planning has two types of adjustment: adjusting the options to meet demand and adjusting the various continuing vocational training options to suit each other. The second type of adjustment, in as far as it exists, is of recent date and best demonstrated for example in the collaborations (on the subregional level) between the VDAB, OSP and VIZO. It is not really a question of subdividing, but rather combining the forces for a more efficient use of courses, which require an expensive infrastructure. The OSP system will be reformed whilst at the same time attempting to bring its options more in line with those of the other training bodies. Each body has its own method of adjusting the options to demand. This demand does not necessarily originate from the labour environment. OSP, for example, provides the same options for working and non-working members of the population on the labour market. For that matter, the Flemish Community has established Subregional Employment Offices in the 18 districts of Flanders. At the heart of this network there will be education/labour market study groups. The study groups were set up to meet the requirements for a co-ordinated policy on education and training options. These study groups, which bring together employers, workers

and representatives from the training bodies, tackle the problems associated with labour and employment in a given region. They attempt to trace shortcomings, by comparing the needs of business with the training options on offer. Having done this, the labour market-education study groups then ensure the co-ordination, planning and organisation of regional training options and prevent the occurrence of overlaps. They also try to stimulate the sharing of infrastructures and staff. The activities are also followed up and co-ordinated by the inspectorate of the Department of Education. The intention is to develop a regional educational policy by creating a dialogue between education and the business world, in which management and labour would also have their say. These study groups will also give recommendations on how the OSP and VDAB courses should be programmed.

In 1985, in order to meet the need for a better labour market policy, the VDAB decided to involve the computer in the labour exchange process. From then on employers are encouraged to inform the VDAB of their vacancies. With the help of statistical processing it is now possible to detect the situation on the labour market and trace any specific shortages. These data are used as policy indicators. On the basis of the data processed through the SIMONA network, the VDAB has concluded, in 1991 that: the demand for technically trained workers was not fully met, that there was a rise in the number of professions with flexibility and mobility as the main requirements and that foreign language skills are falling below the mark for jobseekers. The VDAB and the centres for continuing vocational training must alter their training options now so as to absorb these shortcomings. Every year the VDAB analyses the vacancies filled in previous year. Checks are run to discover how much time was needed to fill or cancel a vacancy (duration) and how many vacancies were actually filled (percentage of vacancies filled). In this way a number of bottlenecks in the labour market can be traced, and a list of bottleneck vacancies can be drawn up.
Until now, existing schools for Education for Social Advancement (OSP) have been able to organise existing or new training courses and restructure existing courses subject to ministerial approval .
Standard programming for OSP involves 10 or 15 students per study year from the relevant department. With a positive recommendation from the Subregional Employment Committee, the programming standard is 10. These standards are doubled if there is an identical department within a range of 10 km and in the same system (community education, state subsidised and catholic subsidised). Programming further requires a recommendation from the Adult Education Board of the Flemish Education Council. The final decision rests with the Flemish government, based on the recommendation of the Minister for Education and subject to budgetary restraint. Over the last years the budget has been so tight that few new courses have been introduced. Existing courses with insufficient trainees must be removed from the list of options.

Applications for new vocational courses under Training for the self-employed and small to medium-sized enterprises should be submitted to the VIZO (together with a design of the course programme and a recommendation from the provincial board and the professional knowledge consultant). Applications from the centres for approval of workshops and seminars are submitted to the provincial boards of the VIZO.

Thanks to the flexible programming system little time is lost in developing programmes for certain trades and getting the courses up and running. This enables the organisation to react quickly to developments in the business environment and the area of trades.

Proposed VDAB training courses are presented (on the recommendation of the STCs) to a Management Committee charged with annual planning. First, the proposal is assessed by the executive committee where it will be submitted to technical services for recommendation. If the Management committee approves the annual planning, the course can be established. Programming traditionally falls under the authority of the VDAB administration, and normally does not need special approval from the Ministry. The Minister can, however, influence programming by determining the budget and allocating certain amounts for specific ends.

Several initiatives designed to bring supply and demand more in line with each other have been introduced in the last five years. Various contact and discussion groups (e.g. STCs) have been set up between the training bodies individually and the suppliers of data on the labour market. Initiatives were recently introduced to establish co-ordinated training options by removing the overlaps. In order to achieve this, the various training bodies will have to reformulate their objectives.
The preventive role of continuing vocational training is one of preventing unemployment and easing shortages on the labour market. When new technologies are introduced, for example, the options for computer-related courses will be high. This preventive role is essentially a question of reacting to indications, which have already manifested themselves on the labour market.

Validation and certification.
Diplomas are issued under the exclusive authority of the Department of Education of the Ministry of the Flemish Community. Recognised diplomas can be awarded only for training courses and examination systems that fall under the department's direct supervision. For continuing vocational training these are Education for Social Advancement, the Distance Education Board and the Examination Board of the Flemish Community. Several years of study in Open Higher Education can lead to the issue of a Dutch diploma. These Dutch diplomas are however recognised in Belgium.

Most other forms of continuing vocational training issue more or less official certificates, with a mainly moral, but nevertheless a not to be underestimated value on the labour market. Some certificates are not recognised as official diplomas but are often (legally) required for a certain professional activity, access to an investment fund or entry to certain exams. Some VDAB and OSP training certificates are not officially recognised, but the Official Recruitment Office will accept these to enter participants for exams which their initial diplomas would not allow them to sit.

Diplomas of Education for Social Advancement are actually recognised, but not held as equivalent to those issued in full-time education. OSP works on the principle of a limited curriculum. Official institutions do recognise these diplomas as a means of entry for public exams. Secondary OSP leads to a diploma or certificate, depending on the course and grade achieved. If the participation in training is ended prematurely, a certificate will be issued for all courses or study years that were completed successfully.

Higher OSP leads to a qualification which gives the title of graduate. In the Modular System units are confirmed with a certificate per module. A submodule with partial certification and all certificates together give the right to a diploma. As is the case with initial education, OSP has no centralised examinations organised by the authorities. Each school organises its own exams, which can differ from school to school.

The Examination Board of the Flemish Community does not organise training, and is only responsible for setting the exams that lead to the certificate of 1st or 2nd grade Secondary Education and the diplomas of higher secondary education. This is an alternative for those who had no opportunity of obtaining these diplomas through initial day education. Exams are no longer set centrally in higher education. The student may choose and register in any school or institution, to attain a diploma of higher education. The theoretical lessons need not be attended. Arrangements for practical work placements are made with the school. The examinations are taken at the end of the school or academic year.
The diplomas have the same value as those issued by the day schools. The preparations for the exam can be made individually, or in the form of correspondence courses provided by the Distance Education Board of the Education Department, or with the help of teachers from various official or private organisations specialised in preparing adults for the Examination board (e.g. second chance initiatives).

Enterprise training under VIZO training for the self-employed and small to medium-sized enterprises involves intermediate and final exams in business management and professional knowledge plus a practical. These exams lead to a diploma meeting the establishment conditions for self-employed professions, regulated by the new legislation on establishment. Depending on the profession a certificate for completion of the first year of enterprise training or just the final diploma is sufficient.

VDAB training does not involve exams. The trainees receive a certificate which mentions only the modules which the student has successfully completed. No grades are given. The certificate is valuable mainly in terms of acquiring professional skills and finding work. Companies will also employ new workers on the strength of such a certificate. A VDAB certificate has no value within the education system. It is not sufficient for access to certain types of study or even Education for Social Advancement.

Some training courses lead to a certificate which is not a legal diploma, but nevertheless recognised by the authorities.
The VDAB and a sectorial training centre organise welding courses leading to certificates issued by an external examining board which is recognised by the Ministries of Economic Affairs and Employment. The VIZO, the VDAB together organise a recognised course on fireproof door installation. The certificate is issued by the Institute for Fireprotection (ISIB).

Quality Assurance
The most immediate method of assuring quality in training courses is that of verifying the number of people who have improved their skills through continuing vocational training. This is, however, difficult to measure. The criterion for the unemployed is fairly obvious. How many actually found a job within a given period of time after training?

The case is more difficult for workers. Here, training may have been helpful if the worker is promoted or receives a raise in salary. Furthermore, the training may help him keep his job. Not to mention the fact that he may become more self-confident, less socially vulnerable or just carry out his job more efficiently. These pragmatic checks on efficacy are difficult to carry out. Even the private training bodies are quick to embrace quality certificates for training courses offered on the labour market. On the condition, however, that the trainee is subsidised for attaining a quality certificate. Private training bodies assert that a trainee who follows a course with a quality label should be reimbursed a part of his registration fee by the authorities. Subsidising the options (as is current practice) should now make way for subsidising the demand.

Another way of assessing efficacy is by measuring the extent to which the options actually meet the demand. This can be calculated from the number of participants on a given course. However, care should be taken here, since it is known that training options can create their own demand, whereas there is no such demand from the labour market.

2.6 Conclusions

Most changes in the legal framework of continuing vocational training over the last five years, have been more the result of state reform than of a re-valuation of the system content.
The provisions for vocational training first emerged within the Belgian context but then were systematically transferred to the communities and regions. Changes were made under the new Flemish regulations, but the system remained fundamentally the same. These changes were pragmatic in nature, e.g. to attract a measure of European (co)-financing.

Training policy contains a strong link between vocational training and re-entry to employment. In order to combat youth and long-term unemployment, initiatives were introduced for courses designed to provide these target groups with the skills demanded on the labour market or with social guidance during their entry or re-entry to work. Continuing vocational training for employees is subject to hardly any regulation whatsoever.

The existing legal provisions are actually the result of consultations between labour and management, as laid down in agreements ratified by law. Especially at the sectoral level, labour and management agreed to establish workers' training centres, financed by contributions from the employers (percentage of the pay-roll). The first comparable national interprofessional agreements were in turn designed to aid risk groups outside the companies. The originally narrow definition of risk groups was broadened so as to stimulate the provision of training courses for risk groups within the business sector. This runs against the grain of the interprofessional agreement of 1989-90, for example, which created initiatives that were more or less separate from business life.

Whereas training policy appears to emphasise the (re-)entry on the labour market, the consultations between labour and management led to training initiatives designed to preserve and improve the quality of employment.
These consultations aimed at a compromise between the partners. Of course, labour and management will always have differences of opinion. The employers are of the opinion that the Paid Education Leave options should be adjusted even further to answer the demand for

specific vocational and marketoriented training courses. Training courses can only be eligible for BEV if they tie in directly with the trainee's job. The VDAB should aim at basic training courses, bottleneck professions, waiting lists and sectoral and sub-regional refinements. The workers, however, are of the opinion that free training (in the VDAB and in OSP for example) is a workers' right and that the unions should have a say in the content of business training courses. Aside from vocational content, the general components of continuing training must be guaranteed.

Both employers and workers plead for better adjustments of subsidised training options, quality assurance and the validation of continuing vocational training (for the employers only in as far as this is a first qualification and not refresher courses or retraining). The policy currently provides an incentive for adjusting the options (within in the context of reforming OSP, for example). The general opinion is, that the options overlap too much, leading ultimately to obscurity. The existing collaborations between larger training bodies are often spin-offs from participation in European projects.
The European programmes (including FORCE, EUROTECNET and EUROFORM) also stimulate collaborations, by means of transnational projects, between the Flemish training centres (e.g. VDAB, VIZO) and training bodies from other EC Member States.

In recent years, the Flemish government's investments in continuing vocational training have more or less stabilised. Its contributions to OSP and VDAB vocational training have begun to decline. This does not mean, however, that less money is being spent on continuing vocational training as a whole. On the contrary, funds are being found through increasing co-financing by the European Community, the companies and the trainees.
By setting up special programmes for risk groups, it was possible to attract considerable financial input from the European Social Fund, amongst others. Employers and workers agreed to spend an increasing percentage of the pay-roll on risk groups. Now the trainees also pay a registration fee, albeit modest. These financing mechanisms helped to direct most of the attention to the risk groups.
For a long time the course options in Flanders have contained a considerable package of general courses alongside the vocational courses. Part and parcel of this was the great deal of attention given to the study of foreign languages (the professional value of which varies from person to person and employee to employee) and the wide application of Paid Education Leave. This development has given Belgium the lead in the tendency towards the enhancement of what is now called the `learning society', and in the right to permanent education. Even in the sense that it heralds an adjustment whereby more attention is given to training courses that are more closely, linked to the job or that help solve some of the shortages on the labour market.

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3. CONTINUING VOCATIONAL TRAINING IN THE FRENCH-SPEAKING COMMUNITY (BELGIUM)

Claire de Brier

3.1 Introduction

We would like to stress at the outset that this document concerns continuing vocational training rather than vocational training in general. As we understand it, the main criteria used to distinguish between the two concepts are based on three elements : the type of relationship which can be established between the training and the labour market, the duration of the training and its purpose.

Continuing vocational training (CVT) aims at providing skills of value on the labour market, rather than general training. It should be receptive to the potential and needs of the market and in particular to the requirements expressed by employers. The programmes proposed are usually for limited periods. The need for those undergoing the training to be rapidly operational on the labour market takes precedence over the educational aspect.
Vocational training and in particular *vocational education* operate on an educational and academic basis. Vocational education not only aims to provide vocational training leading to the acquisition of vocational know-how, but also fulfils a general educational purpose. It aims to maintain a relative degree of autonomy as regards the working world and the labour market.

This differentiation should therefore be borne in mind when reading this chapter, even if some of the practices which form part of CVT are organised by bodies which are closely related to the education sector.

In French-speaking Belgium, the idea of CVT in fact covers an area which is not clearly defined. The most striking confusion in terms of defining this field is due to the fact that the public authorities contribute mainly towards the financing and promotion of external vocational training, whereas CVT in the strictest sense, as used in the context of the Force programme, i.e. training intended for employees at work and financed wholly or partly by the employers, is mainly managed autonomously by the employers. Such training develops unconstrained by any legal requirements, apart from the law on paid leave for educational purposes and the contribution of 0.25% of the total wage bill allocated to training for high-risk groups.

In addition to these distinctions, it is worth highlighting the wide range of suppliers who provide CVT. This diversity is the result of the historical and social situation which developed in the immediate post-war period and which led those who have come to be known as the two sides of industry[1] to manage the labour market and consequently CVT efficiently. In fact, these socio-economic organisations (employers, trade unions, the small and medium-sized business administration, agricultural organisations, etc.) took responsibility for collective labour agreements. Having established themselves as essential players in this area, they have been entrusted, by the State, with responsibility for the management of a certain number of (often semi-state) vocational training bodies. The current face of the CVT system can therefore be attributed to the institutionalisation of this socio

[1] The social partners (les partenaires sociaux)

economic system. Each environment has its own training tool or tools. This is the case, for example, for the Forem[2], the IFPME[3], the FFC[4], Fabrimétal's IFPM[5], agricultural training courses, etc. Each of these, whether or not they are subsidised, may, in the context of tasks which have been assigned to it or which it has taken on, define its policies and direct its activities on the basis of the needs it detects in its own particular niche. Consequently, it comes as no surprise to learn that all these tools form a disparate and heterogeneous whole.

Moreover, the restructuring of Belgium's institutions has not been without its effect on the complexity of the situation as regards CVT in this country. It should be remembered that when responsibility for person-related matters was allocated in 1988, vocational training was assigned to the Communities and at the same time placed under a single level of authority. This condition determining the feasibility of the drafting of a coherent policy on CVT was overturned by the major changes which took place in this respect in January 1994. This was the date on which some vocational training was partly placed among the areas of competence of the regions. However, vocational training suppliers from the education sector (CEFA, enseignement de promotion sociale, social advancement education)[6] remain under the supervision of the French-speaking Community.

Of course, statistics and other qualitative or quantitative information relating to these subjects are also dealt with by a variety of bodies, divided up in a manner which can leave the novice fairly confused. However, we shall endeavour to present the situation as clearly as possible.

This chapter will consequently resemble more the reconstitution of a series of scattered elements, rather than a synopsis. The reader will find the available information here, presented according to the requested structure. However, he should bear in mind that in certain areas, the information provided may go beyond the limits of the definition or, at the other extreme, may not be entirely complete.

3.2 Concepts and definitions of CVT in French speaking Belgium

The concepts of vocational training

Vocational training in the broadest sense of the term covers any form of personal or group development aimed at acquiring knowledge, skills or know-how considered necessary or useful for the practise of a profession.

Continuing vocational training does not, or makes every effort, not to resemble a typically academic system of passing on knowledge, but endeavours to meet the needs of the market

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2 Forem : Community and regional offices for vocational training and labour (Office communautaire et régional de formation professionnelle et de l'emploi).

3 IFPME : Training institute for small and medium-sized enterprises (Institut de formation pour les petites et moyennes entreprises).

4 FFC : Training fund for the building industry (Fonds de formation de la construction).

5 Fabrimétal's IFPM : Further training institute for the metal industry (Institut de formation postscolaire de l'industrie des fabrications métalliques).

6 Enseignement de promotion sociale = adults evening course.

and its players directly (employers, workers, job seekers). It aims to make people employable immediately, or at the very least in the short term. It associates workers (technical or supervisory staff or executives) with its procedures (in particular through the trainers) and promotes the acquisition of know-how which is directly linked to the needs of the labour market.

Apart from the law on obtaining paid leave for educational purposes, the wish to regulate the labour market very often underlies the legal measures relating to vocational training. Vocational training is referred to as part of the policy to promote employment. The measures proposed in this context mainly concern training for job seekers and workers whose "employability" is threatened (high-risk groups) and training for young people (socio-professional integration and various methods of `alternating training', i.e.: part time education and part time work experience).

By now, there is a genuine vocational training market, made up of an ever-growing number of private or subsidised training providers and a considerable number of people in search of training, either young people in need of initial training, employees or job seekers.

The necessary distinctions
Vocational training may divided into three main categories, which are briefly described below.

A first group of suppliers provides initial training, which encompasses:
- technical and vocational education;
- the CEFA (Centre d'education et de formation en alternance - Centre for alternating education and training, in the form of part time education and part time work experience);
- apprenticeships in small and medium-sized businesses (technical and practical training).

A second group includes various continuing vocational training bodies, some of which are managed by the social partners:
- `Forem' vocational training;
- `IFPME' company manager and retraining courses;
- training courses organised by social organisations involved in vocational training or socio-professional integration;
- social advancement education or adult's, evening classes.Although it is not managed by the social partners and remains similar to academic education, social advancement education is clearly intended for adults and is firmly directed at the labour market. The new decree governing it (dated 16 April 1991) even provides for the possibility of direct cooperation with enterprises.

A third type of continuing vocational training concerns all in-company training courses organised on the initiative of the employer (training courses proposed and financed by the employer) or fostered by various measures aimed at promoting employment or vocational training:
- paid leave for educational purposes;

- the allocation of 0.25% of the total wage bill to the employment and training of high-risk groups;
- vocational training organised within the company or according to a professional sector.

The legal approach
The concept of vocational training is relatively precisely *defined* in the Decree of the French-speaking Community of 12 May 1987 (M.B. - *Moniteur belge* [Belgian Official Journal] of 9 July 1987). However, it is clear from the very first article that this decree concerns training courses given by the FOREM, and that these courses are intended primarily for job seekers (Article 3). Article 2 of this decree states that vocational training should be interpreted as any measure aimed at giving a person the professional ability required to carry out a paid professional activity.
It may consist in learning a trade, following refresher or proficiency courses for a particular trade, profession or function, acquiring the basic training necessary to carry out a professional activity, improving and increasing professional knowledge or adapting such knowledge to developments in the trade, the profession or the function, or supervising people for the purposes referred to above.

In the Royal Decrees relating to *training of civil servants*, training should be understood as any activity aimed either at professional proficiency or at preparation for promotion.

As regards companies, there are various forms of *formal or informal training*. Formal training can be defined as training courses or activities which are organised on the basis of a traditional educational system (class or seminar room, internal or external trainers, planned syllabuses and timetables), whilst so-called "on-the-job" training or *informal training* is organised in the work situation. Although they constitute an important factor in the development of workers' skills, practical training courses on the job are not widely known, precisely because they are informal and take place on the job itself. They are still all too rarely structured as part of the integrated management of company resources.

The concept of "on-the-job" training is also applied in the context of socio-professional integration and alternating training, be it under another `heading', like *apprenticeships (*-in small and medium-sized business or industrial apprenticeships), `formation en alternance' or youth training courses aimed at promoting the acquisition of work experience.
Some organisations involved in training and socio-professional integration involving the lower levels of skill are also endeavouring to develop the concept *of "training through work"* (King Baudouin Foundation, 1992), which currently takes practical form in the activities organised by vocational apprenticeship enterprises or Training through work Enterprises. These schemes consist of involving those concerned, by first of all offering them a job and an income, in order to encourage them subsequently to develop their skills and thus enable them to be reintegrated into the normal labour circuit.

3.3 Access to and participation in training

When analysing access to CVT, a distinction should be made according to the type of (potential) participants and to type of `social actor' with whom the initiative to enrol resides.

In fact, the methods of gaining access to CVT differ depending on whether the person concerned is employed, a job seeker or a young person in training.

It is important to differentiate between two types of training with extremely different methods of access and consequently different means available to the public authorities to modify them.

In-company training, which is financed and managed by the employers, is accessible almost exclusively to employees. Surveys conducted on the subject show that such training is more often directed at executives than at office staff or workers, more often at men than at women and that major differences may be observed from company to company. Large companies offer more opportunities for access to training than SMEs, service companies more than industrial companies, etc.
It would appear that at the moment, there is a fairly clear shift as regards the categories of employees who gain access to this type of action. Whilst executives and highly skilled employees were the target groups around ten years ago, the workers "at the basis", e.g., machine operators, maintenance workers, sales staff, etc. are now beginning to be the focus of other types of training courses, in particular those given as part of total quality schemes.

Several incentive measures have been developed, aimed at encouraging employers to contribute towards the training of certain categories of their workforce. It may be said that it is mostly the larger companies which have made major efforts in the field of training and which reap the benefits of this system (subsidies granted by various public or semi-public or sectorial bodies, etc.).

Training activities financed by the public authorities are open both to job seekers and workers, whether or not their job is at risk. Some adults or young people enter training on their own initiative. Others are guided towards training suppliers by various mediators - for example social workers at the CPAS (welfare centres) or other non-profit making associations, which deal with this type of request. Orbem or Forem agents and employees at guidance or information centres are also important channels in this respect.

There are some statistics regarding *the characteristics of participants in vocational training courses* provided by various suppliers. However, these statistics are not complete and are not gathered regularly enough to allow to detect trends. Generally speaking, it may be said that there is no particular discrimination on the ground of *sex*[7]. The statistics available show a fair distribution between men and women, with the exception of alternating training for young people (CEFA and apprenticeships in small and medium-sized businesses), where the proportion of girls is far smaller.

For almost two years now, an '*equal opportunities*' group has been developing within the Ministry of Employment and Labour. Its aim is to promote positive actions in favour of women at work - give them the same chance of gaining access to certain positions, certain training courses, etc. The activities undertaken until now, on the request of Human Resources Managers or workers' representatives, focus on increasing awareness of these issues among

[7] We do not have any precise information on this matter as regards the training provided in companies

Human Resources Managers and guiding or advising on the implementation of training schemes for women. Most of the work done so far concerns vocational training.

A survey carried out in Brussels (de Brier, 1993) highlights the fact that access to vocational training in the various organisations considered is largely reserved for Belgians[8]. The *proportion of foreigners*, whether or not they are nationals of a European Community country, remains relatively low (15 to 20%), except in social advancement education (enseignement de promotion sociale), where this proportion is 36%, and CEFA courses, where non-Belgians account for the majority of the trainees (67%). It should also be remembered that immigrants account for the vast majority of those taken care of by social organisations in Brussels.

Although the following might need differentiation depending on the type of training in question, in particular where training leading to industrial professions is concerned as opposed to that leading to service professions, it may be said that those who follow continuing vocational training, already have *a relatively high level of training*. The survey carried out in Brussels showed that both at Forem and in social advancement education (enseignement de promotion sociale), almost 80% of students already had a school-leaving certificate. This proportion fell to 50% for company manager' training courses for small and medium-sized businesses. Only the CEFA and the social organisations have a majority of young people or adults with a very low level of qualification (see table 1).

[8] This is confirmed by the statistics available on education in the French-speaking community.

Table 1: Participation in courses of various vocational training bodies

Body / Criterion	FOREM	Ens. de promotion sociale	S. and M.S.businesses		CEFA
			Apprent.	Co. man.	
Trained persons	**33,789**	**111,717**	**8,334**	**10,535**	**4,081**
Job seekers (%)		± 20%	0%	25.1%	
Women (%)	45.5%	54.7%	26.8%	n.a.	34%
Young people (%)					
- 18 (15/18)	0.02%	9.1%	70.3%	0.2%	83%
18/25 (or - 25)	30.10%	29.1%	29.4%	65.1%	17%
25+	69.88%	61.8%	0.3%	34.7%	0%
Schooling (%)					
Primary or less;CEB+2; entrance exam			49.2%	5.9%	94%
CESI or equiv.(s + m-s businesses apprent.)	n.a.	n.a.	46.1%	40.8%	5.7%
CESS			2.9%	29.6%	0.3%
Higher education			0.1%	17.5%	0%
Other			1.7%	6.2%	0%
Nationality (%)					
Belgian		77.3%	90.2%		
EEC		14.2%	8%	n.a.	n.a.
Other		8.5%	1.8%		
Reference year	93	92-93	93	93-94	93

Source: ICHEC

We should stress the difficulty experienced in directing people towards training courses which are suitable for them and which will result in jobs. Another difficulty concerns the organisation of real training networks, i.e. possibilities of passing from one type of training (and supplier) to another, whilst retaining training already acquired and gradually building up "capital". Some attempts are being made to achieve this, and cautious **partnerships** are emerging. These are currently based mainly on networks of inter-personnel cooperation, initiated and maintained by those working in the field. Structural partnerships between training institutions or suppliers are still characterised by a spirit of competition.

Interprofessional agreements signed since 1989/1990 have established the principle of a contribution of 0.18%, and later, 0.25% of the total wage bill allocated to the promotion of employment and training among high-risk groups. The principle behind this was that, if there was no collective labour agreement, either sectoral or on company level, providing for a similar effort in support of one of the categories of high-risk groups defined in the Royal

Decrees implementing these interprofessional agreements, companies would have to pay this obligatory contribution to an intersectoral fund (National Employment Fund).
In the first few years only the best structured sectors, which themselves had long been dealing with the problem of training, concluded such agreements.
However, gradually a large number of sectors began to conclude collective labour agreements; sometimes from the perspective of administrating the training resources in close linkage with their actual needs, but more often due to a corporate reflex to keep the benefit of the contributions in the own sector.

At the same time, employers' representatives succeeded in having the definition of high-risk groups expanded and this gradually enabled them to concentrate the resources on certain categories of employees, to the detriment of the high-risk groups.
The obligation to use, in any case, 0.10% of the total wage bill for the most underprivileged groups, and later on to contribute towards financing the Unemployed Support Plan has strengthened this development, as the sectors consequently feel that they have been released from their obligations with regard to the most underprivileged groups.

Future prospects
The prospects for the future are also defined by the new institutional changes. On the basis of the timescale adopted for the latest institutional reforms, subjects related to vocational training could be reclassified during 1996. The political conditions of genuine partnerships between the various continuing vocational training suppliers could again be met. They should enable the political decision makers and the social partners to outline an overall policy of continuing vocational training. This process will have to begin with a precise redefinition of the fields covered by each of the suppliers so that their complementary nature can be taken into account, and the spirit of competition, which often reigns between training providers, can be largely overcome.

The current institutional changes give us reason to believe that the various levels of authority involved will begin to consider the possibilities of access to continuing vocational training.

It is worth stressing that the funds committed by the various European programmes are a major lever in the definition, orientation and implementation of policies in this area. Questions relating to the way in which European aid should be distributed, in fact provide a reason for clearly redefining the options open in this matter.

3.4 Supply and providers of continuing vocational training

In this section all bodies are taken into consideration, which provide vocational training or are involved in the field of socio-professional integration and which are financed or subsidised by the public authorities, with the exception of initial training.
We shall present each of the vocational training bodies subsidised by the public authorities in turn, examining their statutes and their assignments, and in sofar as possible, we shall indicate the type of public at which their programmes are aimed. We shall end by very briefly sketching the special features of the vocational training "market" in French-speaking Belgium.

The vocational training bodies in Belgium

The FOREM
The Community and Regional Vocational Training and Employment Office[9] basically fulfils a twofold role of placement and vocational training. The Forem training policy is in line with this aim of establishing a close link with the labour market. The basic components outlining this policy are:

1. assistance for those in seeking a first or a new job by providing appropriate training;
2. aid for employees, to help them maintain or improve their skills;
3. assistance to companies which invest in teaching skills in order to adapt to technological developments.

In practical terms, a distinction may be made between two operating models: training provided in its own centres and subsidies for training schemes organised externally.

As a training provider: The Forem basically organises training courses for job seekers and employees (at the request of employers). The programmes proposed are considered to be complementary training courses, i.e. limited in time and subject.
The aim is to enable those who have a minimum basic training or professional experience to acquire the skills they lack (or the skills that meet the market's needs) so that they can be reintegrated into the labour market or avoid losing their job.

As a public body: The Forem makes a financial contribution to a great many training schemes organised by others present on the training market in French-speaking Belgium, in particular to social advancement education.
The aid granted to train company staff as part of quality certification procedures (ISO 9000) has tended to increase sharply over the past few months.
Other measures are planned to assist employers to train their staff when creating, expanding or transforming enterprises (Article 279 ff. and Article 6).
Finally, Forem is the main player in a considerable number of experiments and projects being carried out by various public authorities pursuing specific objectives (Unemployed Support Plan, Sub-regional Committee on Employment and Training, regional ventures, European projects, etc.).

Social advancement edcuation (Enseignment de promotion sociale)
Social advancement education is one of the main forms of vocational training for adults in the French-speaking Community. Until 1991, this form of education was governed by the coordinated laws on technical education which appeared in 1957. Since July 1991, the date on which it came into force, the decree of 16 April 1991 constitutes the new legal framework for this form of education.

The current period should therefore be considered one of transition. Officially, Article 7 of the new decree defines two objectives for social advancement education:

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[9] Decree of the Walloon Region of 23 December 1988 and Decree of the Executive of the French-speaking Community of 27 December 1988 (M.B. 22/02/89).

1. to contribute to the development of the individual by promoting better professional, social, cultural and academic integration;
2. to meet the training needs and demands of companies, administrations, education and socio-economic and cultural circles in general.

Although social advancement education primarily aims at personal development and social and cultural integration, we are tempted to say that at the moment the emphasis is placed on promoting forms of training pursuing professional objectives which depend on the labour market and "socio-economic environments".

On-going training in small and medium-sized businesses
Formerly depending on the *Ministère des Classes Moyennes* [Minister responsible for small and medium-sized businesses], the *Institut de Formation pour les Classes Moyennes et les P.M.E.* [Training Institute for Small and Medium-Sized Businesses] - (I.F.P.M.E.) became an organisation of public interest accountable to the French-speaking Community following the 1991 decree[10]. The training courses provided in the network are subsidised by the Community in the same way as full-time education or social advancement education.

The specific feature of on-going training organized by small and medium-sized businesses, is that it focuses on the self-employed and those working in small companies. It is known in particular for the youth apprenticeship contract (four days work a week with an employer, one day a week of complementary courses). The other type of training well known among small and medium sized businesses is that of company manager training. In certain cases this may complement the apprenticeship. For those who have learned the trade during an apprenticeship period or through personal experience, the "company manager" training comprises a two- or three-year programme aimed at developing a certain degree of polyvalency which is essential for the head of an SME (students work during the day and follow training courses in the evening; some of them are registered as job seekers, others have training course agreements with a "trainer employer").

Finally, one last type of training, known as prolonged training (proficiency and retraining) consists of far shorter programmes and is aimed at SME managers or employees. These programmes include, more clearly, what is usually understood by continuing vocational training (CVT).

Formation en alternance (part-time education and work experience) (CEFA)
In order to be able to apply the law on the extension of compulsory schooling in the best possible conditions[11], C.E.H.R. (*centres d'enseignement à horaire reduit* [reduced timetable education centres]) were set up from 1984 onwards. After several years operating on an experimental basis, `reduced timetable education' has now been definitively organised. In fact, this form of education is organised by the decree of 3 July 1991, which stipulates that young people aged between 15 and 18 years who have decided to comply with the obligation as regards compulsory schooling on a part-time basis by following reduced timetable courses must register with a "*Centre d'éducation et de formation en alternance*" (CEFA).

[10] Decree of 3/7/91 (M.B. of 19.09.91)

[11] Law of 29 June 1983 extending the age of compulsory schooling from 14 to 18 years.

Pupils registered at a CEFA are obliged to attend courses 15 hours per week over a period of 40 weeks and may exercise a professional activity 25 hours per week.
There are several formula for this activity. Part-time employment contracts or industrial apprenticeship contracts (for wage-earning professions)[12] or young peoples' training course (Royal Decree 230) or "training course-school" agreements.
It is worth pointing out that since the 1987-1988 academic year, the CEFA can also receive young people aged between 18 and 25, provided that they have concluded an Employment-Training contract at the time of their registration (RD 495) or an apprenticeship contract for wage-earning professions (CAI). This aspect of the legislation is currently being modified.

Non-profit-making involved associations in socio-economic integration
Attempting to separate the phase which is concerned solely with vocational training, from an overall socio-professional integration scheme, is a somewhat tricky task. The steps taken by the non-profit-making associations in fact constitute a complete process which usually includes technical training in a trade, measures aimed at professional socialisation and the individual follow-up of those taken on (Alaluf, 1992).

However, we feel it is important to mention these as full vocational training suppliers. The schemes proposed by the non-profit-making associations are very often made up of technical training in a trade, based on courses and various forms of training in the work situation, whereby the "trainers" are also concerned to promote "professional socialisation", i.e. the integration of behaviour which is compatible with the demands of the professional environment.
It is worth recalling that the schemes carried out by such associations fill a very specific niche. In fact, they affect those people (very often adult job seekers) who cannot be taken on by any other body, given the resources at their disposal. Moreover, we should stress that social organisations, together with the CEHR, are among the bodies which combine vocational training schemes with counselling where necessary.

Private professional training organisations
In addition to the numerous vocational training suppliers subsidised by the public authorities, there is also a real vocational training market in Belgium.

Access to the profession of "trainer" is not regulated. Any organisation or person, private or public, proposing training schemes may present themselves on the market. Prices vary significantly from one to another, depending on whether the trainer is a self-employed person operating on a commercial basis or a supplier who is dependent in one way or another on public subsidies.

[12] C.A.I. Law of 19 July 1983.

Table 2: The categories of professional training in Belgium

	"FOREM"	SOCIAL ADVANCE-MENT EDUCATION (Ens.de promotion sociale)	ON GOING TRAINING IN S. M. B.		NON PROFIT-MAKING ORGANISA-TIONS	"CEFA"
			APPRENTICES	BUSINESS STUDIES		
Professional status or otherwise of potential candidates	Unemployed Workers	Workers Unemployed Youths in training	Youths in training	Adults in basic education Workers Unemployed	Unemployed Non-registered unemployed	Youths in training
Period of training offered	Limited (max. 6 months)	long-training leading to a qualification (school course) short-further professional training (on modulare bases)	3 years	2 or 3 years	wide-ranging : from a few weeks to several months or years	one or two years (perhaps 4 years for the CQ 6)
Type of training	Further training		"Formation en alternance" part time education and work experience		Socio-professional promotion activity	"formation en alternance" part time education and work experience
Prime objectives	professional objectives	academic or professional objectives	professional and academic objectives	professional objectives	social objectives	academic objectives
Pedagogy	oriented towards individual training (computer assisted or not)	teaching based on application	4 days workplace training 1 or 2 days additional courses	daytime work evening study	preliminary training professional training on-the-job training	integrated pedagogy 15 hrs at school 25 hrs work for an employer
Teacher/ instruction profile	instructor	teacher, professional or specialist	employer/ instructor + teacher	employer/ instructor + teacher	social workers monitors	teacher

Some of the relatively large companies also have training structures. According to a survey carried out in 1986 (de Brier, 1990), almost 40 % of companies questioned with a workforce of over 50 employees had one or more training departments. A number of these employed several full-time trainers, monitors or instructors.

At the moment there is no method of compiling an accurate register of the public or private training on offer. Some data banks established either by federations of companies (the F.E.B. [Federation of Belgian Industry] file) or by private enterprises indicate that the number of training organisations may be estimated at around one thousand. These include private providers - consultants and in-company training schemes - as well as educational institutions and universities which offer continuing vocational training programmes, and associations of companies or companies which allow external clients access to their training structures, etc.

3.5 Supply and planning

Generally speaking, it may be said that the *planning* of training schemes is the prerogative of each of the organisations involved. In one way or another, often informally or intuitively, the managers of the various training organisations listen to the needs expressed by the working population or by employers. The idea of an employment observatory is increasingly gaining ground at sub-regional level.

When person-related matters were made the responsibility of the communities, **Sub-regional Committees on Employment and Training (CSEF)** were set up under the terms of a cooperation agreement concluded between the Executive of the Walloon Region and the Executive of the French-speaking Community (*Moniteur belge* of 17.02.90).
Basically, their task involves: (a) constant monitoring of the situation and the development of employment; (b) giving their opinion on any employment or training policy and on any issues involving employment or training, and (c) seeking, proposing and recommending any measure which would be useful for the preparation of an active policy on employment, training and the link between the two. For this purpose, the Committees have to maintain dialogue with companies and with all those involved in employment and training by promoting meetings, coordinating actions and encouraging synergy at sub-regional level (there are 10 committees for the French-speaking part of the country).

Within these Committees, Employment - Training - Education Commissions (CEFE), referred to a CEFE have been established to organise appropriate means of cooperation between the various training operators, whilst still maintaining close relations with the working world.

Over the past few years, the actions undertaken by the CEFEs have included several measures:

- *The compilation of a training scheme register:*
  A comprehensive list of operators and education and training available has been published in most of the subregions.

- *The analysis of training needs and requirements:*
  To adapt the available training to the development of the structure of employment, some CEFEs have analysed training needs, usually by consulting companies at the request of training or education suppliers wishing to modify the training they propose.
- *The establishment of an employment observatory:*
  The employment observatories, which are seen as attempts for the future-oriented management of jobs, quickly pinpoint job vacancies which have not been filled and pass this information on to job seekers. In the medium term, the observatories are endeavouring to highlight "major" trends in the development of the structure of employment in order to take preventive measures by adapting the educational and training networks.
- *The organisation of training schemes in the form of partnerships*:
  The CEFEs coordinate a large number of training schemes which call upon the services of educational and training organisations.
- *The organisation of promotional events*:
  Most of these events are preventive and aimed at providing information for young people on both intellectual and manual professions.
- *Cooperation with universities and institutes of higher education.*
- *Information on European programmes*:
  In each of the CEFEs, one person is responsible for gathering and circulating information on European action programmes and initiatives.

The work of these commissions is therefore the most formalised aspect of the analysis and planning of training needs in our country. This process, which is still relatively unstructured, has not at the moment been adopted by the Education and Training Council which is responsible for this matter at Community level.

With regard to the *certification* of the training provided by the organisations mentioned, it should be remembered that, where continuing training is concerned, only *social advancement education* (Enseignement de promotion sociale) awards official diplomas.
The apprenticeship certificate and the company manager diploma awarded by the Small and Medium-sized Business Administration are approved by the Ministry of Education, although they are not recognised as being equivalent to official diplomas.
The cornerstone of the system, the recognition of knowledge acquired and the certification of training received is currently being examined by the Ministry of the Walloon Region.

Quality assurance procedures in the field of training have yet to make their mark. This aspect is beginning to become a focus of attention in some organisations, which would like to obtain ISO 9000 certification for some of their training programmes. However, this trend is not really firmly established and quality certification procedures have not yet been developed to any great extent.

The organisations authorised to grant ISO 9000 certification to companies which request this, can do so for industrial and service enterprises. At the moment, no consultants or training organisations are among the lists of companies which have been certified.

3.6 Conclusions

Continuing vocational training in French-speaking Belgium is still characterised by the great diversity of its component parts and the lack of transparency of its supervisory authorities. The areas covered by the various suppliers are not very clear, the complexity surrounding the areas of responsibility of the various public authorities does not favour transparency, and the many and varied interests of the social partners of industry are not negotiated on an overall basis.

These comments explain the lack of any vocational training policy in French-speaking Belgium.

The reform of the Belgian institutions has not, until now, facilitated the search for cohesion between the various suppliers and the policies pursued. On the contrary, as vocational training has successively been the responsibility of various levels of public authority, it is now necessary to redefine a stable picture of who does what, for which sections of the public and with which resources. However, it should be pointed out that the forthcoming final phase of the institutional reforms will give the Regions (Wallonia, Brussels and Flanders) stabilised leadership in all areas of vocational training. This last phase should strengthen the specific features of the various providers, both as regards the sections of the public concerned and the objectives and resources necessary to pursue a coherent vocational training policy.

The problems of certification, quality assurance and future-oriented analysis of the labour market could be posed in the minimum conditions necessary to establish true partnerships, instructed in the framework of genuine complementary features in the context of the fight against unemployment and the creation or protection of jobs.

Consultation and coordination activities could thus benefit from a favourable climate which is likely to foster their cohesion, their development and their efficiency.

This is true of the Unemployment Support Plan, the employment - training policies adopted at sub-regional level (CSEF) and the policies of aid for investment and job creation.
The support and coordination of the European Structural Fund could prove to be effective levers for the actions and policies to be implemented in this context.

Three main focal points may thus be defined in the actions and/or policies undertaken in the French-speaking part of Belgium:

1. the coordination of future-oriented analyses of the labour market and their relations with vocational training bodies;
2. a coordinated policy of support or assistance for job creation schemes permanently linked to the policy to be adopted as regards vocational training;
3. sub-regional coordination of the vocational training providers and the decision-makers on the labour market through the CSEF, which is the most operational geographical level as it is the one closest to the decision makers and players in the field.

The involvement of the two sides of industry will prove a decisive factor in this area.

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4. CONTINUING VOCATIONAL TRAINING IN DENMARK

Søren P. Nielsen

4.1 Introduction

Major changes are currently being undertaken in adult education and continuing training in Denmark. This area is being greatly expanded, and adult education is seen in a new perspective. It is recognised on all sides that over the next few years there will be an increasing need for continuing training, including an increasing number of people attending initial vocational courses for adults, organised as apprenticeship dual training schemes.
So many new initiatives are undertaken that it is difficult at the time of writing to cover it all.

The methodology of this chapter is based on studies of the many new CVT activities in Denmark since January 1993, and the sources will mainly consists of laws/decrees, White Papers, evaluation reports, etc. The main part of the data collection and analysis will be based on the study of literature.
The primary source of information is the monograph on Continuing Vocational Training in Denmark, written as the Danish contribution to the FORCE Article 11 (2) study. This monograph was finished in November 1993, and changes have taken place since that time. In particular new labour market legislation calls for some updating of the monograph. The updating is based on literature studies, but interviews have also been undertaken with experts from the Ministry of Education and the Ministry of Labour.
This chapter can thus be seen as a revision and an updating of the FORCE CVT-monograph on Denmark. But the approach applied in the monograph, the analytic framework and the concepts used, and most of the data are still valid. Therefore the monograph will be taken as point of departure here.

Another source of information and inspiration for writing this chapter is the work undertaken in the CEDEFOP research project studying the coherence between compulsory education, initial and continuing training and adult education, (Nielsen, 1994). The idea of life-long learning as a continuum, where initial training courses alternate with periods of work and ongoing continuing and further training in flexible combinations of technical and general education is to a great extent at the centre of thinking in Denmark.

4.2 The main characteristics and features of the CVT-system and concepts in Denmark

When people from abroad visit Denmark, they are often surprised by the very large number of adults undergoing one form or another of education. Altogether 2.5 millions (children, young people and adults), i.e. 50% of the population, annually take part in education and training activities which are wholly or partly financed from public funds; 1.5 million adults take part in leisure-time education or vocational training programmes, representing some 30% of the adult population.

Another special feature of Danish adult education is the tradition of popular enlightenment (folkeoplysning, in German "Volksaufklärung"), which still to this day means that emphasis is put on general, creative and social dimensions in adult education programmes, which at the same time are administered through a highly decentralised decision-making system.

Concepts and definitions

In Denmark, the definition of *efteruddannelse* - continuing training - is very broad. Normally, "efter-og videreuddannelse" - which, translated as directly as possible, means "post/additional and further education/training" - is used as a blanket term for educational activities in which adults participate. Another frequently used umbrella description is "voksen- og efteruddannelse" - adult and further education. In Denmark, there is no consistent use of terminology which differentiates specifically between "efteruddannelse" and "videreuddannelse" (in English "continuing" and "further" education). In this chapter the CVT concept will thus include continuing as well as further education and training.

Nor is there in Denmark a sharp division between "faglig" (vocational) and "almen" (general) CVT. Characteristically, the *Ministerial Recommendation No. 1234, May 1992*, concerning co-ordination of continuing vocational efforts, included in the description of "vocational", general further educational services on an equal footing.

There are good reasons for this. Not only is it difficult to make a clear distinction between further and continuing education, but in Denmark, general education is considered an important part of, if not a necessary basis for vocational qualifications. It does, however, present a number of difficulties in international comparisons, and it is necessary to base this exposé on a more precise presentation of dimensions of the CVT concept used.

In this chapter, the following set of concepts and definitions will be applied:

Grunduddannelse/Basic Vocational Education and Training:

Basic vocational education and training is that which represents the fundamental training/education within a given trade or profession. As a general rule, this training provides direct qualifications, qualifying the newly trained to carry out certain functions. For example, the 85 basic vocational training programmes are included in this. Semi-skilled workers´ (AMU) training may in part be included because it constitutes a basic vocational training for unskilled adults who, through their training, reach a level of vocational competence below that of the skilled workers.

Overbygningsuddannelse/Supplementary Vocational Training:

Supplementary education/training programmes are linked with (parts of) the existing basic vocational training; these programmes provide the student/trainee with the opportunity to obtain new vocational qualifications.

Efteruddannelse/Continuing Vocational Training:

Continuing training constitutes training activities of short duration, typically short courses of a couple of days or weeks, aimed at updating, refreshing or extending knowledge and skills gained during the basic training and on the same level as the latter, including knowledge and skills which are later included in the basic training. Parts of the semi-skilled workers´ (AMU) training clearly have the character of continued vocational training and must be included here as well. In a time of rapid technological innovation, continued vocational training will often give the first introduction to new technology. Training is given either in the work place or at external courses and organised either by the work place, private or public training organisers or trade/vocational organisations.

Videreuddannelse/Further Vocational Training:
These, are training programmes of longer duration, often one or more years. Further training qualifies the student to undertake, within the area of training, functions on a higher or vocationally more qualified level than that of the basic training. Normally, it gives competence, in so far as specific further qualifications are required for the performance of a given function or job.

In the context of continuing vocational training, a further distinction should be made between *specific vocational qualifications* (i.e. branch, company or job specified qualifications), *general vocational qualifications* (applicable to several branches, companies or jobs) and *personal qualifications* which include physical, social, general and attitudinal qualities (such as flexibility). All these types of qualifications are included here, and the qualification concept therefore also includes vocational-oriented general continuing training.

The general elements in continuing vocational education and training play an ever-increasingly important role in Denmark. In the field of labour market policies, too, completely new training concepts have been brought in. Quality requirements within the various enterprises necessitate an ever-higher general level of skills and attitudes. Furthermore, it has proved necessary and educationally beneficial to integrate the vocational and general elements of the continuing vocational training activities. Besides, in the training offered to unemployed people in particular, it has been proven to be a sine qua non to work intensively with participants' personal, social and general problems in introductory programmes of some duration before it was possible to embark on any CVT at all.

Main characteristics of the CVT system
There are four main pillars in the Danish adult education system:

- AVU - the general adult education system, the workers' education associations (oplysningsforbundene) and the free evening schools; under the Ministry of Education.
- AMU - the labour market training system; under the Ministry of Labour.
- VEU - vocational education and training for adults up to skilled workers' level and organised as apprenticeships for adults; under the Ministry of Education.
- Open Education - continuing vocational education and training; under the Ministry of Education.

The AVU activities will not be discussed in more detail, as they fall outside the scope of this contribution. However, is should be emphasised that the overall CVT-system configuration in Denmark cannot be understood without a knowledge of the tradition of free folk high schools, popular enlightenment, local educational development and independent administration at grass-root level, which is more than a hundred years old.
The public sector plays a major role in the financing and supply of CVT in Denmark. CVT has been regarded since the start of the AMU system in 1960 as a natural area for State intervention, partly with a view to competiveness and partly with respect to the skills upgrading of the labour force. The transition of Denmark from an agricultural country to an industrialised country was supported by the establishment of the AMU system. Next to this, it also has the structure of Danish business, with few large and many small firms - 80 firms employ more than 500 people, 5000 firms employ around 30 people on average - which has made it appropriate for the State to take on the task of safeguarding the CVT effort.

There has been a common interest in Danish labour market policy in ensuring that the labour force possesses a high level of specialised skills. The advantage of the Danish labour market training system is that it produces a flexible and mobile workforce which can move between companies, industries and sectors.

The total CVT effort is divided between the private sector, the Ministry of Labour and the Ministry of Education.
Unlike most other European countries, *the involvement of the private sector* in the CVT provision is relatively limited in Denmark. It is estimated that the private course market amounts to about DKK 2 billion.

AMU activities (the Ministry of Labour) in particular account for a very important part of the public CVT effort in Denmark. The objective of the AMU system is to qualify workers for the current needs of the labour market via publicly financed continuing training. The social partners hold a key position with regard to the management of AMU training programmes and the supply of courses. The AMU system is a very efficient, flexible and dynamic training system with a direct labour market training emphasis. It is an important instrument in an active labour market policy and has for many years been - and still is - the corner stone of Danish re- and upskilling strategies.

In a changing economy with increased global competition and expanded introduction of new information technology as well as new organizational production concepts, it is felt that more skilled workers will be needed. Production requiring mostly semi-skilled qualifications tends to be exported, and the best way to implement new technologies seems to be introducing a new combination of production technique and skilled workers in order to make better use of the innovative capabilities of the work force.
Therefore, the Danish Folketinget decided on June 17, 1992, to establish *VEU courses*, apprenticeships for adults over 25 and within the frameworks of the Law on initial vocational training (Law 211, 1989). The aim of the VEU scheme is to reduce the lack of skilled workers in order to avoid bottlenecks in the various segments of the labour market. The provision of VEU courses is shared between the AMU centres and the vocational colleges.

The Law on Open Education (the Ministry of Education) is of particular importance as an element in the Danish CVT effort. The Danish version of Open Education is regarded as unique in Europe - it now covers everything other than basic schooling, the social and health sector training courses and upper secondary school (gymnasium). All further and higher education courses under the Ministry of Education are covered and can be followed up to full graduate level. In 1993 the budget for Open Education was DKK 425 Million, and 21.355 students per year took part, corresponding to 854.000 course weeks. Thus, the CVT activities of the Ministry of Education are twice as large as those of AMU.

4.3 Access and participation

During the last 5 years a substantial body of new legislation has been passed in order to facilitate access to CVT. The Danish Government decided in 1993 that 10.000 new CVT places (full time equivalents) should be established in 1994, and that a doubling of CVT activities should be accomplished in the year 2000.

Among the instruments to achieve this goal are:

- New labour market laws (June 1993): decentralisation and individualisation of training offers for the unemployed;
- New Educational Leave reform (June 1993) for employed workers paid 100% of unemployment benefit from the State for a period of up to 1 year;
- The development of "Job switching models" and rotation arrangements, where public money may finance the training of an unemployed who can then replace an employee who is on a training course;
- Law on Open Education (June 1993): almost all existing courses opened up for flexible, part-time study or full-time study with 20% user-payment;
- The VUS scheme (Adult Education Financing Scheme), introduced in 1989, giving grants to employed early school leavers to be able to participate in general or vocational education during working hours.

A large number of the CVT courses offered are provided free of charge by the State, and funded out of taxes. Another source of finance is a labour market contribution which is levied as a percentage of gross pay (5% in 1994). Finally, there is a certain degree of direct personal financing.

Overall participation in CVT

A cross-ministerial report of June 1993 has assessed the total (estimated) CVT effort in 1993 to be as follows:

Table 1: Overall participation in CVT (% of active population)

Education	Participants	Educated FTEs
A. Vocational training		*125,000*
AMU ordinary programmes	233,900	11,000
Higher technical training	2,000	2,000
Continuing training farmers/maritime		370
Continuing Training Act No. 271	6,000	225
Open Education Act	305,200	19,200
Adult ed. at higher inst.	30,000	30,000
Continuing training of public servants		21,300
Continuing training privately organised		35,000
Continuing training educ. institutes		3,800
B. Programmes for specially targeted unemployed (selective AMU courses)		1,530
C. Training of unemployed (UTB)	20,000	
D. General qualifying continuing training	180,000	41,600

Source: Ministry of Finance, The Budget Department (1993). *Report on future adult and continuing training efforts.*

As these figures show, more than 800,000 people take part in adult education in Denmark annually. Seen in relation to the total labour force - 2,900,000 in the labour force, of whom 350,000 are unemployed - this is a very high figure. On a rough estimate more than 30% of the labour force takes part in adult education, including CVT.

A total of more than 170,000 whole-year places (incl. AVU) are available, including training for the long-term unemployed. Of this, CVT constitutes the larger part of the activities with 125,000 whole-year students.

The dominant programmes are the AMU courses, those under the Open Education Act, adult training in higher education institutes, and the in-service training activities in the public and private sectors.

An empirical study of the more narrowly defined CVT activity in Denmark estimates that approx. *1.2% of total Danish working hours* is devoted to CVT, and a slightly larger share of leisure time is allocated (Anker, N. (1991). *Efteruddannelse.* SFI Report 91:13.)

Participation in CVT by age, sex, initial level of education, occupation, employed/unemployed.

The volume of participation in CVT depends on such factors as: vocational training background, professional status, size and economic status of the enterprise. Participation in CVT increases with:

- a high level of previous vocational training;
- higher professional status in the enterprise;
- this size of the enterprise;
- the capital- and knowledge-intensity of the economic sector.

The 1991 SFI report on continuing training shows that *a third of all wage-earners* have never participated in continuing vocational training. It is, moreover, evident that the continuing training activities are considerably biassed in favour of the highly qualified.

The prevailing situation in Denmark is that on the one hand, most continuing training is available for those groups who have the weakest employment status (unemployed and social security recipients), and on the other hand, for those groups with the most stable employment status (the highly qualified and highly paid employees).

Table 2: Percentage share of wage-earners who have participated in continuing training, by sex and age.

	Men		Women		All Wage-earners	
20-29 yrs	59	(398)	54	(406)	55	(804)
30-39 yrs	74	(441)	72	(442)	73	(883)
40-49 yrs	76	(406)	68	(430)	72	(836)
50-59 yrs	68	(251)	59	(235)	63	(486)
60-66 yrs	69	(66)	63	(45)	66	(111)
All wage-earners	68	(1.562)	64	(1.558)	66	(3.120)

Source: Anker, N. (1991). *Op. cit.* (NB: Figures in brackets are the percentage basis).

Table 3: Employees - divided into job categories - having participated in continuing vocational training

	Have participated	Participated 1989/90
Senior white-collar workers	86	63
Middle-management	82	57
White-collar workers	67	42
Skilled workers	57	27
Unskilled workers	49	21

Source: Anker, 1991.

86% of senior white-collar workers have participated in courses. On the other hand, only half of the unskilled workers have done so.

A survey carried out by SFI (Institute of Social Sciences and Statistical Surveys) shows that the employees who most frequently express educational needs are:

- employees between 30-39 years;
- employees with a higher education;
- employees with subordinates;
- employees within education and research & development, but in particular within health and social welfare.

The conclusion is that employees from all job categories participate in continuing vocational training. The overall result, however, is a demonstration of a distinct imbalance in favour of the highly trained/educated and those in senior or supervisory positions.

The ordinary CVT-system is available to the unemployed, but is aimed first and foremost at those in employment. Seen as a whole, just under 14% of those who participate in the system are estimated to be unemployed. However, more than 30% of the participants in the AMU courses are unemployed. It must be emphasised that the unemployed participate on an equal

footing with the employed in the ordinary CVT courses, which may be considered as one of the qualities of Danish continuing training.

Participation in CVT by industrial/economic sector, and size of enterprise
The extent of the employees' CVT activities depends as much on the position of the enterprise in the economic sector as on the size of the enterprise (Anker, 1991).
Firms in the construction and building sector, which is heavily dominated by smaller craft-based businesses, make the least use of continuing training - approximately 70%, which is incidentally at the same level as other manufacturing industries.

The reverse is the case in finance and insurance, in which nearly all enterprises have embarked on CVT. In this field there are many very large companies with their own training departments.

There are pronounced differences in the types of courses chosen by the various branches. Finance and insurance quite frequent make use of in-service and other courses, but hardly ever the AMU courses. The AMU courses are aimed primarily at skilled and semi-skilled

workers, so it is logical that they are used most frequently by the iron and steel, construction and building and transport industries.
Two out of three enterprises with fewer than 10 employees have embarked on CVT within a 1 1/2-year period. The larger the size of the enterprise, the greater the CVT activity, and amongst the largest enterprises with at least 500 employees there is a 100% rate of uptake.
If, however, CVT is measured by uptake per employee, the marked differences between small and large enterprises disappear; except within the *finance and insurance* sector, which has a considerably higher figure than other sectors, also according to course participation per employee (Anker, 1991).

Issues affecting access to CVT
In the SFI study on CVT (Anker, 1991), it was found that more than *40%* of the wage-earners take part in CXT in the course of more than a year (5 quarters). Wage-earners seem to be highly motivated for increased CVT activities; two third of the wage-earners state that they would like to receive *more CVT* if possible.

Within businesses there are significant obstacles to participation. *Work pressure and the problem of sparing employees* present considerable barriers, particularly in the private sector and in smaller establishments. This indicates that the use of relief cover, rotation systems, improved planning of the training activities in businesses, together with in-creased collaboration between smaller enterprises could increase the extent of CVT.

Wage-earners in the public sector mention more frequently than those in the private sector that the employer will not pay, and that *the expenses* involved in CVT are too high. The solution could be to make arrangements for funds to be earmarked for CVT and for provisions for cover; if the funds remain unused, they could be transferred to CVT for the employees of other firms. That is to say, to follow the French CVT financing model.

Similarly, a considerable obstacle to CVT, revealed by the SFI study, is *the lack of awareness* of appropriate courses. This obstacle could be minimised by improved collaboration between enterprises, employment agencies and training suppliers.

The problem of persuading the employer to allow participation in courses during working hours is a considerable obstacle, particularly for unskilled workers. This obstacle could be reduced by the arrangement of appropriate funds. Improved statutory leave provisions would have the same effect.

Resistance amongst wage earners, such as the lack of motivation for CVT, is also a decisive factor. The unskilled are considerably less motivated than other groups to participate in CVT. This is doubtless linked with negative school experiences, but also with the fact that the job functions of the unskilled are considered to require less CVT. The Danish semi-skillled workers unions, SID and KAD, work tirelessly to motivate their members towards further training.

More than *50%* of the employed workers stated in the SFI study that they would *devote some of their leisure time*, i.e. unpaid, to CVT. However, it is those who are already best qualified who would be prepared to do so. Just under half of the wage earners stated that they would not be prepared, notably for motivation and priority-related reasons. This is particularly the case in the following groups of wage earners: unskilled workers, wage-earners with 7-10 years basic school training and wage earners between the ages of 50-66. Here, wage earners with children under 12 form a separate group, principally because of lack of resources.
In general, the SFI study indicates that increased user-payment from enterprises and wage earners would probably have a negative effect on the extent of CVT. Neither would increased leisure-time CVT be taken up by the groups with the least training.

Conversely, the increased flexibility introduced by the Open Education Act, with 20% user-payment, has opened up a range of new options to adults, who now have the opportunity of piecing together programmes up to the highest level (degree level). This simultaneously gives the opportunity for innovative teaching developments which to some extent may remove barriers of time and place.

4.4 Supply and suppliers

In a report on future adult and CVT requirements in Denmark, prepared by a cross-ministerial committee (The Ministry of Finance, Budget Department, 1993), it is estimated that the number of participants in CVT in 1993 is 125.000 full-time equivalents.The distribution by different providers is shown in table 4.

Table 4. The overall distribution of CVT participants (FTEs)

Ministry of Education	56.400
Ministry of Labour	12.500
Public sector in-service	21.300
Private sector in-service	35.000
Total CVT number	125.000

The State, together with the social partners, play a dominant role in providing CVT in Denmark. CVT is to a large degree publicly funded and publicly provided. The provision structure of CVT is illustrated in the figure below.

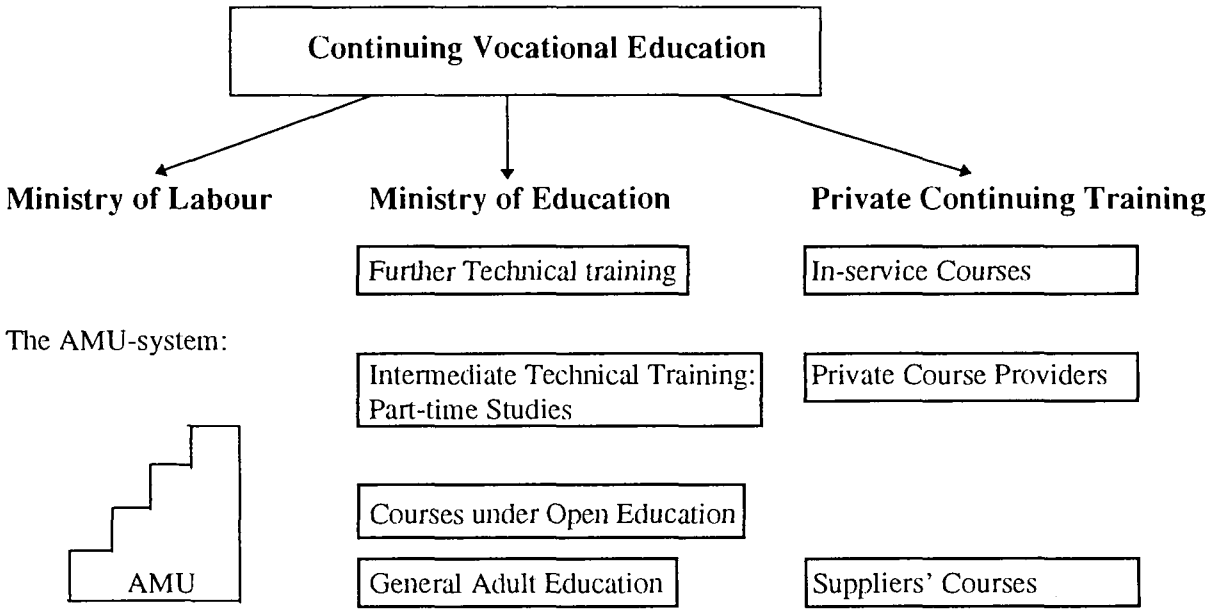

Figure 1. Overview of the Danish CVT delivery structure

Providers of CVT can be subdivided into public institutions, trade unions, various federations, professional associations and, finally, private course providers. The most important will be presented here.

AMU Centres - Labour Market Training Centres
24 AMU Centres offer labour market training courses within a systematic structure that covers the whole country. The training courses are regulated by the law of 1985 concerning labour market training and are based upon a very close collaboration between the social partners.

The target groups of AMU are: 1) workers (levels 1 - 3 in the CEDOC system of qualifications); 2) workers whose jobs are threatened, and 3) the unemployed. It is characteristic that the public effort is aimed not just at the least qualified, including the unemployed, but in particular at employed semi-skilled workers, skilled workers and technicians and supervisory staff. Around 30% of participants are unemployed people who attend the ordinary courses together with those who have jobs. However, there is no unrestricted access to the AMU system, and entry is regulated by a screening system which particularly favours those enrolled by firms.

The participants in AMU courses are paid a publicly funded course allowance, equivalent to the maximum rate of unemployment benefits; it is very common for the employers complete this allowance up to the employees' full pay.
The AMU system takes the form of modular courses, which normally last between one and three weeks; it is a building-block system with more than 1.500 training syllabuses for courses which are revised on average once every three years. This produces a highly flexible system of CVT which is regarded as a good instrument, since each module can be taken

seperately and is alleged professional recognition, while at the same time the individual modules can be combined into a competence raising system right up to full professional competence.

The local AMU Centres are now free to supply courses in response to the needs of companies in a much more flexible and demand-oriented way than before.

Technical and Commercial Colleges
115 technical and commercial colleges provide CVT courses for skilled workers and middle management as well as for the unemployed with basic vocational training. Occupational further and continuing training now embrace about 900 different courses within 28 sectors.
Further technical training courses (VTU) are offered at technical colleges and are primarely designed to improve the skills within production, planning and construction. They are full-time and generally take 1½ years and upwards.

A number of CVT courses, primarily for adults, has been introduced at certain colleges and are organized on a part-time basis of 1-3 years´ duration. In recent years these courses have become very popular especially as further education for people who (only) have a basic vocational training and some additional work experience.
The most important of these are the technical assistant (B.Tec.) "Teknonom" programme, which is on offer at technical colleges, and the business administrator (B.Com.) "Merkonom" programme, and computer science (B.Tec.) "Datanom" courses offered by commercial colleges.

These courses use the modular system, whereby the subjects that are common to several courses, are combined with the various specialized modules. These specialized modules may be taken individually or as a complete course, as desired.
Apprenticeship courses (VEU courses) are also offered for adults by the 115 vocational colleges **and** the AMU Centres; this area is steadily increasing and new flexible modules are under creation.

Trade Unions
The Danish Federation of Trade Unions (LO) has established its own, internal training programme (FIU) to teach shop stewards and trade union officials relevant job skills. Following collective agreements, the FIU is largely financed by the employers.

The major objective of the workers' organisations' CVT activities is to ensure that their member-representatives are qualified in trade union politics and relevant spheres of interest. In addition, a number of them work with training schemes providing occupational qualifications with a view to improving their members' position on the labour market. These courses are offered on the open market. The most well-known courses are the HK data modules (with close ties to the Union of Commercial and Clerical Employees, HK) and Tech-care (with close ties to the Danish Union of Technicians, TL).

Professional Associations
The CVT programmes offered by the professional associations encompass both the union related and professional interests of a given profession. Members of these professional associations usually have a higher education, e.g. engineers, dentists, lawyers, doctors, etc.

The College of Public Administration
Forvaltningshøjskolen (The College of Public Administration) provides most of the CVT activities for the public sector. Approximately 30% of the total labour force is employed in this sector. The College offers further and continuing training within many different areas that are relevant to public administration and management.

In-service Company CVT
These courses are arranged for the individual company's own employees, and they are almost always financed by the company itself. Companies can also use the public system also for in-service purposes through company-adapted AMU courses or through Open Education. However, courses must then be open to outside participants.

In-service CVT takes many forms ranging from on-the-job training to actual training and teaching in a company's own classrooms or workshops. A number of the largest companies have their own conference centres where training programmes are held for employees working in different departements.

No official statistics are kept on this and it is difficult to obtain accurate information from the companies themselves: which is partially due to the fact that it is difficult to determine what activities should be considered as employee CVT.
The Ministry of Finance has, however, estimated (on a rough estimate) that the volume of in-service CVT activities in private businesses were as follows in 1990:

	FTEs	Costs
Public sector	20.000	1.1 billion DKK
Private sector	35.000	1.7 billion DKK

Measures to stimulate the supply of CVT
In Denmark there is a broad agreement that the CVT level must be increased, but the social partners hold different opinions on the regulation of the CVT market. The employers want to let the companies decide and insists on job-relevant courses aiming at the upper end of the job hierarchy. CVT must serve the companies´ own purposes and be as flexible delivered as possible.

The trade unions want broader qualification goals to be attained, including more general education for those with a relatively short school career and less favourable educational backgrounds. CVT should not be too flexible and should not end up in pure "roll-on/roll-off" systems, which could reduce quality.

A better, more flexible and individualized/customized CVT supply will be needed if SMEs are to make full use of the public CVT offers. One of the instruments favoured by the government is an introduction of market allocation principles and more competition between suppliers.
New legislation in 1993 has opened up for increased competition between vocational colleges and AMU Centres. New courses with flexible training opportunities have been supplied recently, e.g. "Split"-courses and "Open Workshop"-training, targeted in particular towards the needs of the SMEs. Also new teaching methods are being developed, which include instruments such as distance learning and multimedia based learning forms.

4.5 Demand and planning

In Denmark there is a very strong tradition of an institutionalized social partner involvement in the development, steering and formulation of aims, objectives and contents of vocational education and training, not least in the CVT area.
The so-called parithetical trade/branch committees (social partners) are responsible for the renewal of CVT programmes - new skills demands are caught by them, they formulate qualification profiles, and in co-operation with public authorities they forecast trends and take part in the formulation of blueprints and guidelines for CVT courses to meet the new skill needs. The parithetical committees thus function as the link between identification of new qualification needs and their educational answers.
This social partner interplay and the wider tripartite decision structure in the CVT provision is in Denmark regarded as a certain guarantee for the companies, for their own representatives have accepted the relevance and value of the contents of CVT courses.

It should be noted that there is a fairly close cooperation between the trade committees (for initial vocational education and training and for CVT of skilled workers) and the "branch" committees (for semi-skilled workers´ training). Often they have joint secretariats, and there is a dialectical interplay between them. CVT is very often the field where new educational needs are identified and will often be the channel for creating new initial vocational education and training programmes.

There is no tradition of using industrial-sociological qualification analyses in CVT planning; the development of CVT courses pragmatically takes place within the committees, formed by the social partners in the respective industries, often by using experts from spearhead companies or by asking researchers with special technological expertise. Also the teachers

from vocational colleges and AMU Centres are drawn into this process. It is remarkable that according to the social partners, most of the inspiration and input signals for the need of renewing CVT courses are coming to the committees directly from the companies and the teachers in CVT courses. There is a close contact to companies at local level, and existing courses are continuously being evaluated and modified. Technical expertise from the companies also play a vital role in the design process of new courses. So do teachers in AMU Centres and vocational colleges.

It should also be underlined that a lot of pedagogical research and development projects have been performed during recent years, and with the radical decentralisation in recent years the local level plays a stronger role in defining new courses. The ability of the Danish system to convert a need for change, when discovered, efficiently into practical teaching has been underpinned by an educational tradition for buttom-up development, research and development work of schools and colleges.

At this moment, the CVT system as such is not too confident with regard to the question which qualifications will be needed in the future. The overall CVT need is found to be difficult to determine, quantitatively and qualitatively. Questions such as "What must be learned and by whom ?" cannot be answered clearly at the moment.

Consequently, the CVT system has to be continuously developed and needs a high level of adaptability, flexibility and quality. The CVT delivery system has been decentralized and is now free to offer CVT according to actual, local needs. The local CVT institutions must have a minimum of regulations, and management-by-objectives principles have recently been introduced so that colleges and AMU Centres themselves can also take part in the forecasting of trends.

Quality assurance measures
Since 1988, a Danish Content and Quality Development Project has been operated by the Ministry of Education. The project covers all fields of education. A high quality of the education of teachers is regarded as extremely important in Denmark.
The concept of quality was introduced in the field of education by the OECD and the EU and the subject has been on the agenda since the early 1980s. In these international forums the quality concept has much in common with the way it is used in manufacturing where quality is perceived as a question of meeting specified requirements.
The Danish project seeks to avoid basing evaluations on such purely quantitative factors. Other less tangible aspects are more important in evaluating an institution, such as "the spirit of the the place". Evaluation is based both on the "professionality" of the quality standards found within the institutions and on the judgment of external experts. These experts may, for example, be Ministry of Education advisers in given subjects or academic peers from foreign research institutes. The projects may be characterized as developing "quality awareness" rather than establishing "quality control".

In 1992, a National Evaluation Centre was set up so that quality projects will now be a permanent aspect of Danish education and training.

Quality standards in CVT courses provided by the Ministry of Education are defined, fixed and tested by examinations on the same basis as the ordinary courses.

In the adult vocational training system (AMU), under the Ministry of Labour, the social partners play a decisive role in the provision of quality assurance of vocational courses.
According to the Ministry of Labour, the input from the social partners guarantee the relevance of course provision. With the introducation of more competition between the suppliers of courses - AMU Centres, vocational colleges and private course organisers will now all be able to supply labour market courses - quality is expected to be ensured. AMU courses are evaluated in tests fixed by the "branch" committees, which are established by the social partners and are responsible for certification procedures.

Quality assurance procedures of courses run by private institutes usually consist of internal evaluation, and are regulated by the market forces.

Quality assurance by way of certification of schools and private course providers is of growing importance in Denmark. Inspired by standardization procedures in the private sector, course providers wish to document their level of quality by means of the ISO 9000 series. Among the certifying bureaux active in Denmark are the Danish Standards Association, Bureau Veritas, Germanischer Lloyd and Lloyd's Register. Some colleges and AMU Centres have been certified under the ISO 9000 standard, and a vocational school network has been established. Private CVT providers, too, are in the process of introducing certification. DTI (The Danish Technological Institute), for instance, will be certified under the ISO 9000 standard, including its CVT courses.

Certification
As already mentioned, management of CVT is to a considerable extent left to the social partners, giving them a central role in the assurance of the vocational level by means of sharing responsibility for the production of rules and regulations and for the control of exams and tests. This in particular is true of the AMU system.

Within the field of Ministry's of Education responsibility, the rules are laid down by this Ministry. However, the social partners influence education in technical and commercial colleges. Normally, such training leads to examinations, with external censors/examiners.

CVT provided by private suppliers does normally not lead to approved exams or certificates. The possibility for this, however, is emerging as the supplier system is undergoing changes. Private suppliers will be able to train and test on an equal footing with public institutions.

Typically, CVT in Denmark is concluded with some sort of test and the issuing of completed course certificates, exam diplomas or certificates. These tests are recognised nationally and, in the great majority of cases, have labour market approval from both sides of industry, since the social partners within the various branches and sectors themselves have determined, the aims and test regulations concerned (or helped to do to).

In a number of vocations, work experience may be credited as merits in a training programme. This is true of the AMU system, adult further training, adult apprenticeship courses (VEU) and training provided under the Open Education Act.

4.6 Conclusions and further developments

As a result of technological developments, industry's manpower requirements are ever-changing. It is of vital importance that these movements should be smooth, the manpower flexible and so on. However, the decisive question is how to plan the mechanisms which are to create the required dynamism in CVT.

In Denmark, CVT is financed and organised by public bodies to a degree which is surprisingly high in comparison with international levels. Denmark has chosen public solutions and public financing ever since the establishment of the AMU system around 1960. Needs are, to a large extent, met by public educational institutions. CVT is traditionally seen as a societal task, not least due to the very high number of SMEs.

Massive CVT drives are directed towards the groups with the weakest labour market position and the groups with the strongest position i.e., the best trained. The situation in Denmark is that the adaptation mechanisms are based on "push" mechanisms, i.e. those who are forced to move from one part of the labour market to another or to undergo retraining, are often those with the lowest qualifications. CVT for the long-term unemployed have had little effect as a consequence.

A more appropriate strategy may be to apply the "pull strategy" as well, that is, making it more attractive for those already in employment to obtain qualifications for technologically more demanding jobs. While offering CVT to the professionally and socially most well-equipped, jobs would at the same time be left vacant for the unemployed - who are primarily interested in getting work and not training. However, those jobs, too, would require training of the long-term unemployed. In the CVT field, "socio-political" and "employment-oriented" policies must both be pursued.

Most of the CVT opportunities are tax financed and delivered free of charge for the companies, but are at the same time to a high degree supply-led. More demand-led approaches will be needed if the strategy to double the level of CVT is to succeed in the year 2000. New financing models are under consideration. Central and local government CVT financing through taxation has probably reached a saturation point.

Companies will have to plan their CVT activities more carefully, and they will have to bear a bigger part of the burden. Numerical flexibility, that is adaptation of the number of employees through "hire and fire", is still dominating, in particular in relation to the lower qualified workers. This is also caused by the comparatively weak job security regulations in Denmark.

It can also be expected that an increased participant payment - investment of leisure time and payment of fees - will be introduced, as Open Education without doubt will be expanded over the next few years.

CVT is regarded as a decisive instrument in an active labour market policy. Denmark has a very high level of expenditure on employment policies, but at the same time an uneven distribution: 80% traditionally goes to passive maintenance, and only 20% to activation - which is the opposite of the situation in Sweden, for example. The government's policy is that these figures must approach the Swedish level. The means adopted to bring this about include the new leave arrangements, the concepts of job rotation and job switching, and a general raising of qualifications through a doubling of CVT activities.

A strategy to make new CVT incentives for the companies are being discussed at the moment, comprising better company staff and human resources planning etc. But there is clearly a risk that the absolute predominance of SMEs will result in underinvestment in CVT if the public provision is reduced too radically.

It should be underlined that CVT is only one part of the adult education field. The need for adult continuing education and training is in Demark perceived as having many aspects. It is emphasised by the government that adult education must also accomodate the aspect of general popular enlightenment directed not only towards the labour market, but more towards family life, leisure, the social and democratic debate etc.
One could even speak of the pleasures of learning - in the Grundtvig tradition from the Folk High Schools of "Oplevelse, Oplysning og Oplivning" (Experience, Enlightenment and Stimulation). The idea of life-long learning as a continuum is thus to a certain extent again at the centre of thinking in the country.

Adult education has a very long tradition in Denmark, and many people take part in the various educational offers each year. With the new legislation on educational leave, new labour market laws, Open Education, and the emphasis placed on a doubling of the number of education places in the adult education system in the year 2000, major steps towards creating `a learning society' have been taken.

Many obstacles, however, are still there, such as smooth accreditation rules, more flexible learning offers, more attractive teaching models in schools, etc. Here, quite a lot could be learned from initiatives abroad.

All through the educational system, better links could be created to streamline the passage from one level to the other and to avoid blind alleys. But a lot of effort is at the moment being invested to make the transitory phases of the systems more flexible by initiatives in the Ministries of Education and Labour. Denmark is right now in the middle of a process of flexibilisation of the educational structures in order to make it easier for the individual to arrange his or her studies/training in a pattern in which work, education, training and leisure will be largely interwoven.

Although the government has set itself the objective of increasing the capacity of continuing education and training by 60.000 full-time places per annum in the medium term, this will hardly be enough. Converted into student-weeks (student-weeks per full year student), it corresponds to 2.4 million student-weeks per year. As the workforce totals approximately 2.9 million persons, the objective implies a little less than one week's additional continuing education and training per employee per annum. This increase is probably too small, certainly

in companies producing and selling products and services with a significant knowledge content.

To an ever increasing extent, we will undoubtedly observe an education and training pattern in which actual course days are spread over a longer period of time. In the intervening periods between course days, those engaged in education will work with the course subject-matter on their own or with groups of colleagues either at home or at work.

It is thus clearly insufficient that only the individual should be ready to adapt, and that he or she be motivated to learn. A fundamental reorganisation of the education system will also be needed in the coming years. And this process would seem to be one of continuous change.

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5. CONTINUING VOCATIONAL TRAINING IN FINLAND

Matti Rapponen

5.1 Introduction

In this chapter a brief outline is given of the present state of continuing vocational training (CVT) in Finland. In the first section the main characteristics and features of CVT in Finland will be described; this section will also pay attention to the content of adult education in general and other concepts related to CVT. The following section deals with the access to and financing of CVT. Section 4 elaborates on the supply and the supplying educational institutes. Section 5 deals with the demand for CVT and the extent to which demand is taken into account in planning CVT as well as with the issues of certification in CVT, the acceptance of certificates and the measures undertaken to assure quality in CVT. The final chapters discusses the future of CVT.

Adult vocational education and training that is either financed by the educational or the labour administration, will be treated separately from one another in this chapter, albeit instruction very often takes place in the same educational institutions. Personnel training is dealt with in appropriate places elsewhere in the text.
The statistical data have been obtained from the databases of Statistics Finland and the Ministries of Education and Labour. The source of each table included in the text has always been duly indicated.

5.2 The main characteristics of the CVT-system and concepts in Finland

Continuing vocational training in Europe is usually divided into general, vocational, cultural, and political education. It consists of knowledge, skills and experience gained in school, at work, and generally in life. The spectrum of CVT encompasses anything from long-term studies ending in an exam to short-term personal events or from full-time studies to evening courses. This training known world-wide as continuing education is termed adult education in Finland.

Continuing education in Finland designates that part of lifelong education that follows upon completion of initial general and vocational training and, very often, after already starting a career. Lifelong education, which includes both initial and continuing education, is defined as the whole of learning that takes place in childhood, youth and adult life.

The Finnish educational system is divided into primary, secondary, tertiary, and adult education and training. Primary or elementary education is given, as a rule, in comprehensive school, taking nine years to complete. Secondary education is imparted in upper secondary schools (general upper secondary education) and in vocational institutions (vocational upper secondary education). Upper secondary school, as a rule, takes three years to complete, but in schools with no division into grades, students are free to progress at their own pace. The length of study can therefore vary from anything less than three up to a full four years of study.

Vocational education and training is made up of both a secondary and tertiary level. Tertiary education includes a college level and a higher college level, in addition to a still experimental polytechnic level. The secondary and tertiary level are open to students from both

comprehensive and upper secondary school. The experimental polytechnics (comparable with German Fachhochschule) were initiated in 1991 and have been formed from the earlier college and higher college level vocational institutions.

The length of studies on the secondary vocational level varies from two to four years for post-comprehensive school graduates and from one to three years for upper secondary school graduates that have passed the matriculation examination. The corresponding lengths of studies on the college level vary from two and a half to five, and from two to five years respectively, and on the vocational higher college level from four to five, and from three to four and a half years.

From the beginning of 1995 the system of vocational education in Finland will change so that admission to the tertiary level will only be possible after concluding upper secondary school or the secondary vocational level. This system of consecutive progression is meant exclusively for young people. In adult education other rules will apply; in adult education access to studies on this level also is possible on basis of skills and knowledge acquired by other means or elsewhere.

Vocational education is also arranged as apprenticeship training. Theoretical studies are conducted primarily in the educational institution, while most of the practical training takes place on the job.

In Finland the tertiary level of the educational system traditionally includes university studies or studies at some other institution of higher education. Included are both science and arts institutions. In Finland there are 22 institutions of higher education in art and science with a total of approximately 120.000 students. Depending on the branch of study, educational programmes, take on average from four to six years to complete. From 1994 on, these institutions will gradually change over to a new bipartite examination system. In the new system, the lower academic degree will take three years of full-time study to complete, the higher degree from one to two years beyond this. In addition, the higher degree requires from one to two years of advanced studies and the writing of a thesis. A potential doctorate presupposes postgraduate studies in addition to the writing of a doctoral dissertation.

All Finnish universities and other institutions of higher education have centres for continuing education. These, in turn, have subsidiaries all over the country. They provide vocational upgrading and further training in their specific fields and thus constitute an important sector of the adult vocational education system in Finland.

Adult vocational training in Finland is divided into two distinct sectors: certificate-oriented and liberal adult education. Certificate-oriented adult vocational education is regulated through sets of national core curricula; the number of admissions is limited or regulated otherwise, and expenditure, is nearly completely covered from public funds. Liberal adult education has no preset educational goals nor is its educational content nationally regulated; this also holds for access to liberal adult education. In this form of adult.education students always bear part of the costs themselves.

Adult vocational education in Finland consists of four distinct forms of training depending on their mode of financing. They are training to meet labour policy requirements, self-motivated and often certificate-oriented vocational education, personnel training arranged by the employer, and, to a lesser degree, apprenticeship training.

Mature students may enlist for the programmes for adults at the various vocational institutions or take courses on the initial, secondary or higher vocational level at the various adult education centres. Adult studies are usually programmed to proceed at a brisker pace than those of young students. Beyond training, leading up to a certificate, there are numerous continuation and upgrading courses for adults and adult courses with no preset educational objectives. These courses do not always correspond to a given level in the Finnish educational system.

The objectives of certificate-oriented adult vocational education are generally the same as those on the corresponding level for young people. Adult training to meet labour policy requirements is arranged according to terms determined by the labour market and it only rarely ends in a certificate. Personnel training is, in general, prescribed by the work tasks of the participants. Recently, personnel training has become increasingly certificate-oriented. Some large corporations have, for instance, been training technicians into engineers and engineers into Masters of Engineering (M.Scs.).

5.3 Access and participation

Requirements for access to adult vocational education (CVT)
There are general prerequisites for admission to adult vocational education arranged by general vocational institutions. Also, there are specific requirements for admission from the school (secondary) to the college and higher college (tertiary) level and to the continuation programmes supplementing vocational training. The training to meet labour policy requirements as well has certain requirements for admission.

For admission to initial adult vocational education a prerequisite is a clean bill of health, permitting the applicant to practise his future trade or profession. Another requirement is a minimum age of 25. For special reasons, a person, no younger than 20 and with work experience, can occasionally be eligible for admission.

Requirements for admission to vocational continuation studies are a suitable certificate or diploma from the vocational school, college or higher college level, a minimum age of 25 and a minimum of two years of work experience. If, for some reason, there is not a sufficient number of 25-year-olds applying for admission, individuals no younger than 20 may be accepted, provided they have at least two years of work experience. The lack of a foregoing vocational training may be substituted by a minimum of five years of suitable work experience. Studies completed in corresponding training to meet labour policy requirements, apprenticeship training, other equivalent training or studies abroad usually make up for the lack of a foregoing vocational certificate or diploma.

According to the provisions in the Labour Policies on CVT Act of 1990 (# 736/90) the objective of continuing vocational training is to further and maintain the balance between manpower supply and demand on the labour market, fight unemployment, and do away with labour shortage. At the same time, the expedient mobility of manpower and the availability of labour in fields suffering from labour shortage are advanced. Thus, under the law, CVT that has to meet labour policy requirements, first and foremost should cater for the unemployed. Still and all, the legislation is flexible and makes it possible to aim the educational efforts at resolving other labour market problems than unemployment. CVT, in the context of the outlined labour policy requirements, is primarily meant for persons over 20 years of age.

A person who has been a permanent employee with the same employer for a minimum of one year is entitled to a maximum and unpaid leave of two years for studies over a five-year period, without losing his job. The employer may defer his employee's petition for six months once, but cannot reject a petition altogether. In small enterprises it is easier to get a leave for studies.

Financial support to CVT

The Finnish CVT support systems have been modelled in a way to take into account the varying circumstances of mature students and the ensuing (and varying) needs for financial support. The support systems cover three different categories of adult training.

1. Personnel training;
2. Self-motivated studies;
3. Labour market training (LMT), disadvantaged groups.

Personnel training has been included in the national collective agreements, the rule being that the employer pays the student a compensation corresponding to his loss of wages/salary and any extra expenses caused by the training. The same principle applies to the training of certain elected labour union representatives.

In practice there are branch and company specific arrangements as well. Teaching and research personnel can, for instance, get time off at regular intervals for personal up-grading. Beyond this, corporations are able, within the framework of their company-specific training directives, to pay a partial compensation to employees who voluntarily took training outside working hours.

The fundamental principle of financial support to adult education and training is to safeguard reasonable financial preconditions for various forms of general and vocational studies. Studies should extend for at least two months. Financial support also includes a grant to adult students, constituting 25 per cent of their regular pay at work, however, never less than FIM 1.570 or more than FIM 2.800 a month. Beyond this, the government may stand surety to a monthly maximun of FIM 1.700 in study loans. The sums reflect the situation in 1994.

An employee over 30 years old, that quits his job to study, is entitled to a grant for vocational training of FIM 1400 a month (in 1994) from the Training and Severance Pay Society funded by the labour market organisations.

The largest form of special financial support to mature students is the aid granted for LMT. Unemployed persons taking part in the LMT are granted study aid in an amount equivalent to their unemployment benefits. This grant is generally dependent on the person's earnings prior to losing his job, but never more than 60 per cent of his pre-unemployment earnings. Beyond this, certain expenses are paid. Government authorities pay the base portion of the aid, while the unemployment benefit fund or society pays the portion based on the recipient's earnings prior to unemployment.

Further, the Training and Severance Pay Society may pay an additional aid of FIM 1100 a month (in 1994) to unemployed persons over 30 years of age, who have lost their jobs due to the financial difficulties of the employer.

Further forms of special study aid to mature students are the grants paid under various acts to persons who are offered vocational training due to partial disability, an accident, the death of their spouse or some other similar misfortune.

Participation in CVT

Over the past twenty years participation in adult education has more than doubled in Finland. In 1970 approximately 700 000 citizens or 20 per cent of the adult population took part in adult education. In 1990 their number was 1.6 million, or 44 per cent of the country's adult citizens.

Measured by the number of participants, the personnel training sponsored by the employers has been the most extensive. About 17 per cent of the adult population takes part in this form of education annually. Roughly 7 days per annum are spent by the gainfully employed population on adult vocational training.

Today adult vocational training is more popular than general adult education. This popularity is best illustrated by the fact that in 1972 only one third of the mature students pursued vocational studies, whereas in 1990 a total of close to 70 per cent were engaged in vocational or job-oriented studies.

The keenest among adult students are the vocationally active and well-educated middle-aged citizens in the employment of big corporations or in public administration. Women are more active than men in both vocational and general adult education. Generally, men have had more personnel training days per annum than women.

Geographically there are no great differences in the rate of participation in vocational training between the various parts of the country. However, participation in urban districts, is bigger than in the countryside.

Participation in self-motivated adult vocational education has vigorously grown in the early years of the 1990s. This development is well illustrated by the table below. Initial vocational training ending in an examination consists of two to four years full-time study and continuing training of an additional six months.

Table 1: Number of participants in initial and continuing adult vocational training in 1989-1993. (Ministry of Education)

Year	Initial vocational training ending in a certificate	Further training courses	Total
1989	14 000	5.000	19 000
1990	19 000	6.000	25 000
1991	26 000	9.000	35 000
1992	31 000	14.000	45 000
1993	37 000	22.000	59 000

Also the number of participants in LMT with an average course length of four months has grown substantially over the same period. This is clearly seen from the figures in table 2. Traditionally, the number of participants in training to meet labour policy requirements has been about one tenth of the number of unemployed job seekers. The explosive growth in the number of unemployed over the past few years, however, has brought down the figure, despite the fact that the volume of education has been greatly increased.

Table 2: Number of newcomers in `training to meet labour policy requirements' in 1989-1992. (Ministry of Labour)

Year	1989	1990	1991	1992	1993
Participants	33.000	36.000	52.000	73.000	70.000

The unemployed have always been in the focus of LMT. The prioritisation of the unemployed over those having jobs has increased in the last decade, as the problem of unemployment has grown. In the 1980s about 60 per cent of the newcomers to LMT were unemployed or had been laid off, while in 1993 their share had grown to almost 90 per cent.

Training to meet labour policy requirements has in the last few years been vigorously focused on the long-term unemployed. In 1991 more than 10 per cent of all newcomers had been unemployed for more than six months. In 1993 their numbers had increased to almost 40 per cent. At the same time, the number of students lacking previous vocational training has come down from almost 60 per cent in the 80s to a little less than 40 per cent in 1993, while the number of people with a tertiary level vocational training and an academic background among the newcomers has substantially increased, particularly in the 1990s. This development reflects not only the rise of the general level of education, but also the fact that more and more people with a sound vocational training have become unemployed, and very often, long-term unemployed.

Only in rare cases has it been possible for youngsters under 20 years of age to gain access to LMT training; therefore the number of young people in this form of training has remained very low.

There have been no subsequent great fluctuations in the numbers between different age groups. Training has focused on the 30-49 year olds. Their share of the labour market training in this decade has been an approximate annual 60 per cent.

5.4 Supply and suppliers

The system of adult education in Finland is the result of a historic process. Each organisation is the outcome of spontaneous attempts to satisfy specific educational needs. Finland has more than twenty different types of adult education organisations, all of them with a purpose, mode of activity, and target group of their own. The organisations mainly impart either general or vocational instruction. Most of these organisations are maintained by the state, a municipality, a private association, a foundation or a corporation. The annual financial support to be appropriated to these organisations from public funds is determined by Parliament. There are over 1 000 educational institutions with adult education programmes financially supported by the educational authorities. More than 500 of these institutions are pure adult education institutions. Beyond this, there are over 400 private adult education enterprises.

Adult education programmes are of different length and duration. The range in different organisations is seen from the figures in table 3. It gives the expanse of adult education in terms of hours taught. Of the hours taught about two third concern adult vocational education and one third adult general education. Furthermore, over 2 million hours were taught in personnel training. The figures reflect the situation in 1993.

Table 3: Expanse of adult education organised by different adult education centres in terms of hours taught in 1993. (Statistics Finland)

Adult education organisation	Hours taught
Adult vocational education centres	2 844 537
Adult education centres (civic institutes)	1 983 246
Study circle centres	656 163
Folk high schools	603 122
Commercial institutions	517 820
Vocational institutions4	46 435
Special vocational institutions	283 391
Health care institutions	376 229
Upper secondary schools and evening schools	343 144
Higher education institutions	314 300
Other educational institutions	821 221
Sum total	11 332 598

The biggest organisers of adult vocational education are the adult vocational education centres that were founded in the 1970s to meet the expanding demand for labour market training. In the 90s these organisers have vigorously expanded their activities to include other forms of adult vocational education as well. Also the adult education departments of the vocational institutions for young people arrange a lot of initial vocational training for adults. The institutions of higher education and their centres for continuing education are responsible for the further professional training and open university studies in their respective fields. The same holds for the specialised educational institutions owned by industry and commerce, which provide additional vocational training in their respective fields. And last but not least, adult vocational training is organised by the physical education institutions (sports institutes), the home economics extension organisations and the crafts and design organisation alongside with the many folk high schools, correspondence schools and private educational enterprises.

The supply of adult vocational education in 1993 was divided in a way that there were approximately 3 million hours taught in self-motivated adult vocational training, about 2.7 million hours in training to meet labour policy requirements and roughly 2 million hours in personnel training.

The openings in self-motivated initial and continuing adult vocational training were divided between different sectors as follows in 1993:

- Primary production 10.4 per cent
- Technology 25.2 per cent
- Commercial services 31.5 per cent
- Social services 21.9 per cent
- Cultural services 5.3 per cent
- Other forms of training 5.7 per cent

The system of decision-making in adult LMT has been bipartite since the 1970s. The education authorities made the decisions concerning the financing and contents of the training, whilst the labour authorities made the decisions relating to labour policies. The training, as a rule, was implemented by the adult vocational course centres. In order to adjust to observed imperfections in the system, it was overhauled and introduced in a revised form at the beginning of 1991. At the same time, the responsibilities for both labour policy and financing were moved over to the labour authorities.

In the new system, labour administration buys the educational services it requires. Purchases are made based on competing offers. This competition between different suppliers has improved the economy of education. In 1993 the average price of a student-day had come down by 13 per cent from what it had been in 1991. The purchase system has also helped to activate the organisers of education to further develop their services and to offer programmes tailored to the special needs of the customers.

With the introduction of the purchase system the organisers of education have become more diversified. Although the role of the centres for adult education is still very central, their significance has steadily lessened. Their share of bought student-days in 1991 was 76 per cent,

but only 57 per cent in 1993. The share of other organisers of education has correspondinglygrown. The share of regular vocational institutions was 29 per cent and that of higher education and of private enterprises alike 7 per cent in 1993.

Current legislation also makes it possible for the labour authorities and the employers to procure joint services, the buyers sharing the costs of education according to an agreed plan.

The share of jointly bought educational services has been approximately 6 per cent of all student-days.

The increased general level of education and of the number of unemployed in Finland, together with the country's recent severe economic recession, have all influenced the structure of the training to meet labour policy requirements. It has become more clearly a system of vocational upgrading and continuing education. The share of supervised training, foreign languages and other general skills training has increased. The significance of initial education and retraining has correspondingly decreased. In 1993 the number one fields in terms of student populations were public administration and office work. Their share was 26 per cent, the next most popular field being industry, with 22 per cent. The popularity of industry, however, has come down significantly since 1991, when it was still 34 per cent.
Over the past decade, the length of the training to meet labour policy requirements has shortened. While the share of courses under 4 months was 41 per cent in 1990, their share in 1993 had grown to 58 per cent.

5.5 Demand and planning

Planning of CVT
The task of the government in adult education in most countries today is defined simply as developing the education market and remedying observed shortcomings. Over and above this, Finland has deemed it important to develop a system of self-motivated studies by adults independent of the employer. This new line of reasoning was quite evident in the decisions, which in principle were made by the Council of State in 1987 and 1988, concerning the development and financing of Finnish adult vocational education.

At this point it was thought that educational equality and the full turning into account of labour market resources would require an initial adult vocational training more or less free of charge and backed up by a benefit system equivalent to unemployment pay. It was believed that a change of trade or profession, occupational flexibility and regional mobility could be best furthered, if the citizens were given an economically unhazarded chance of self-development uninfluenced by employer expectations. It was further believed that the wish of the workers/employees to be able to advance in their careers or to switch trade or profession could be employed as an instrument in effecting structural change. It was thought that continuing training, which would not be linked to the immediate work tasks of the students, would promote the availability of skilled manpower in new or currently expanding trades and professions. Similarly, the incidence problems that were harassing the labour market were believed to diminish.

In reality, educational financing from public funds, not influenced by the employers wishes, was playing an important role in Finland only in initial and continuing vocation training, in general adult education and in open university instruction. The financing of the continuing education at vocational institutions and institutions of higher education, in principle, was very similar to the system prevalent elsewhere in Europe, where the government only plays the role of market activator.

In the memorandum annexed to the basic decision made by the Council of State in 1987, the means for resolving the problems linked with adult vocational training were compressed into the following three considerations:

- Educational financing has to be broadened;
- Demand and supply in education have to be better balanced;
- Subsistence benefits have to be proportionate to the student's circumstances, not his choice for a form of education.

The sources of financing have to be broadened, because the system of adult education has to be able to respond swiftly and effectively to unforeseen qualitative, quantitative and regional needs on the labour market. The number of prospective students, however, is so big that it will, in practice not be possible, to achieve this exclusively with funding appropriated by the government. This being so, the costs of adult vocational education have to be shared also by those whose needs ultimately are being served.

Supply according to demand was deemed justified by arguing that the changes of quantity and structure in adult vocational education are so swift and regionally so different from one another that future educational needs are impossible to predict with sufficient accuracy. For this reason, adult vocational education, as a rule, ought to be financed as paid services offered by the educational institutions, which in turn, it is thought, will constrain them to develop the quality of their services and help keep their educational costs in check.

From the viewpoint of subsistence benefits proportionate to the student's circumstances and considerations relative to the responsibilities for financing education, mature students may be divided into three categories:
1) those pursuing self-motivated studies,
2) those in personnel training, and
3) those engaged in training to meet labour policy requirements.

In its basic decisions the Council of State specified the main task areas of adult vocational training and the parties who will bear, both the financing and development responsibilities of each sector of education.

The responsibility of the educational institutions and their development rests, in all respects, with the Ministry of Education. The financial responsibility of adult education and inferentially of the quantity and the targeting of education is distributed differently in personnel training, self-motivated adult education and in education determined by labour policies. The financier of personnel training is the employer, of self-motivated studies the education authorities and the student's home municipality, and of the training to meet labour policy requirements, the labour administration. Job training has been considered as training to be given to the already

unemployed and those threatened by unemployment and in immediate need of retraining. It also helps supplement educational supply. The long-range needs of the labour market are satisfied through self-motivated vocational education and personnel training.

The demand for training is in a key position when planning adult education. Even though real demand for adult education, at all times, must be the foundation of the planning of this type of training, planning also has to take into consideration the more long-range needs of education.

Calculations when planning adult education are based on different forecasts and reports on the qualitative and quantitative changes foreseen in the demand and supply of manpower and on other available information about the demand and supply of vocational training.

The planning of CVT takes place in the various labour districts and the employment offices who, as a result of their continued contacts with the employers and the workers/employees, have the best qualifications for determining the needs of vocational education and training of the labour market and of manpower itself. After consulting with the labour districts, the Ministry of Labour, each year, establishes the result goals, distributes the necessary resources, and monitors the attainment of the set objectives. Objectives include the training of central target groups, e.g. the long-term unemployed, but also the effectiveness and economy of education.

The Ministry of Labour, in 1992-1993, in collaboration with the labour districts, implemented an educational client-centred development project for the construction of new methods to identify the educational needs of their employer/employee clientele. Starting in 1994, an assembly and evaluation of the educational needs of the employers will be carried out in all labour districts, in such a way that they will prevail the educational needs of all branches of activity and their individual fields of study in each region of the country. Jobseekers will be asked about their educational needs in addition to the usual questions contained in the job application form. The employment offices and expert teams, consisting of members of the stakeholders concerned, will evaluate the collected data. The information gathered will form the basis of further educational planning.

In 1990, the Council of Adult Education appointed by the Council of State, was of the opinion that a mere overhaul of the existing adult education system would no longer be sufficient. The development of society makes such demands on adults that all means of supporting life-long education have to be advanced and expanded. A shift has to be made from a teaching society to a learning society. Special attention should be bestowed on working life. Work and work communities have to be developed in a way that they encourage the will to learn. Studies should be made part of work. And finally, from the viewpoint of democracy it is important that the basic education of the nation's citizens keeps an even step with social progress.

Development in Finland has largely pursued this route. Finland has a vocational examination system unfettered by the way the student has acquired his skills and knowledge. Also the relations network between vocational training and the employers has been enlarged and the standing of apprenticeship training improved. Concurrently with this, the employers have invested in the development of their personnel training, albeit the amount of this form of training today has greatly diminished, due to the recession.

Demand for and development of CVT

According to investigations that have been made, the demand for adult vocational training is determined by the number of students that can be admitted each year, the social and economic situation of the prospective applicants, particularly their age, gender and education, and the available student social benefits.

The demand for adult vocational education may be investigated from two points of view: the demand for training intended specifically for adults and the demand for training of adults (the 25-year olds and older) as part of regular training on the youth level. Below, both modes of approach will be used.

From the results of the extensive investigations into adult education made in 1980 and 1990 the inference may be made that the readiness for education among adults as well as among young people in Finland is great. In 1990, more than one third of the adult population indicated that they intended to join some form of education within the year. About one quarter of the manpower indicated their wish to participate in personnel training sponsored by the employer. In all forms of adult education the readiness to participate was found to be greater than the training that actually had materialised.

The demand for adult education appears to be strongly tied up with the types of training being offered, the way in which the supply develops and the forms of financial support that are available to mature students at the time in question. A fairly accurate picture of the way in which the demand develops can be obtained by observing the training that has materialised. The presentation below is based on an analysis of the numbers of newly and earlier admitted students.

In 1985 a total of 3900 applicants were admitted to the departments of adult vocational training leading to examinations at vocational institutions for young people. The corresponding number in 1993 was 17800. The number of students in these programmes has been the greatest on the college level. Three quarters of the students were women. In 1985 close to 1900 students started their studies in the continuation programmes offered by the various vocational institutions. In 1992 and 1993 the corresponding numbers were a little under 10000 and 16000 respectively.

In 1988, 5300 new students were admitted to apprenticeship training, but in 1992 only 2600. Efforts were made to enlarge educational supply to cover all trained professions. Simultaneously, steps and measures were taken to increase the popularity of this form of training. These effort resulted in the number of newcomers reaching a new height of 8800 in 1993. About half of the participants in this programme were adults.

Numerous mature students (above 25 years of age) also participate in the vocational training on the youth level and in academic studies. In 1993 almost 10 per cent (5800 people) of the newcomers to vocational training on the youth level, and more than 17 per cent (2800 people) of the newcomers to the institutions of higher education, were 25 or older.

In 1992 about 39000 mature students of 25 or older began studies financed by the National Board of Education for an examination at some adult or youth vocational institution, some

institution of higher education or in apprenticeship training. The number of newcomers in 1993 was 25 per cent higher, almost 50000. This was roughly 2 per cent of the entire labour force.

Adult education has become an increasingly important part of the educational tasks of the institutions of higher education as well. At present, the number of students upgrading their knowledge and skills or pursuing open university studies is threefold compared to the situation in the mid 1980s and clearly exceeds the number of those in initial and continuing education. Annually, close to 78500 each take part in vocational upgrading and open university studies.

The continuing training of the institutions of higher education has moved from giving short-term courses to long-term education programmes and from face-to-face instruction to sandwiching employment and education. Long-term training leads to vocational specialisation and qualification. It often makes part of the activities undertaken to develop entire work communities and organisations. It, very often, also is degree-oriented (MBA and PD programmes) and tailored to individual needs.

Although the volume of labour market training has been markedly increasing in the last few years, the demand among jobseekers for additional training has clearly exceeded the supply of such training. This is largely due to the economic recession. Due to lack of student places, only about two third of the applicants have been admitted to LMT in 1991-1993. On the other hand, during the recession the demand for the educational services offered by corporations and enterprises has been less than usual. This is reflected also in the fact that very few of those completing their LMT have been able to secure jobs. When in 1991 only 29 per cent of those who had completed an LMT were still without work two months after the completion of their courses, their share had risen to 44 per cent in 1992 and to 59 per cent in 1993. In 1989, 464000 people participated in adult vocational education (self-motivated training, employment training and training ordered from the education authorities by the employers). In 1993 about 586000 people took part in similar training. This was roughly 25 per cent of the nation's entire labour force (16 to 64-year-olds) in 1992.

Certification and acceptance of certificates within CVT

Certificate-oriented instruction has to be arranged in accordance with national curricular guidelines issued by the National Board of Education. The responsibility for the evaluation of the student's educational achievements lies with the institution issuing the certificates. In the case of vocational training, the vocational institutions and adult vocational education centres have the right to issue study certificates. Adult education centres and folk high schools sometimes have a limited right to issue such certificates. Educational institutions that lack this right have to arrange instruction and student evaluation in collaboration with an educational institution having such rights.

For adult vocational education there are special curricular guidelines adapted from the corresponding core curricula on the youth level. The guidelines are the same for both levels with the exception that on the vocational school level all common general subjects, present in the curricula for young people except mother tongue and mathematics, are lacking from the curricula for adults. In other words, subjects like the second domestic language (with exception of the health care and social services programmes and all the programmes offered in

Swedish), a foreign language, physics and chemistry, information technology, civics, physical and health education, art, and environmental education, have been removed from the curricula for adults. Study contents from the missing school subjects may, however, be combined and included in school-specific curricula, making part of the vocational study content. Should an adult wish to continue his studies on the college level, he has to take extra courses in the second domestic language, a foreign language, physics and chemistry, and information technology in order to qualify. These extra studies may be completed either at the vocational institution that the student is attending or at some general adult education institution of the student's choice.
Certain examinations intended only for adults, may also be completed as apprenticeship training. These examinations very often involve the traditional trades of a craftsman.
As a result of a vocational examination system under development since 1992, the issuing of certificates in future will rest with specific examination boards, having representatives of the labour market and the educational institutions concerned.

National certification standards within CVT
In Finland national examination standards for general education, initial vocational training and academic studies, have long existed. In the field of CVT, however, such examination standards, have been lacking, until recently. As a national standard for CVT, an examination system independent of the student's foregoing studies is developing. Since 1994, Finland has had a national system for testing specific foreign language skills.
The vocational examination system does not, however, extend to post-graduate studies on the academic level. But then, there also is no immediate need for a national standard on this level.

Measures for CVT quality assurance
Measures for assuring the structural quality of adult vocational training are:
- an examination system based on a system of national curricular guidelines;
- definition of educational tasks of individual institutions, by the education;
- authorities;
- teacher qualifications and teacher training.

Quality assurance in adult vocational education has been entrusted to the producers of adult education themselves. They do the job chiefly in two ways.

1. By means of questionnaires the educational institutions make evaluations of customer satisfaction at the end of courses. Sometimes, also mid-course assessments are made.
2. The adult vocational education centres and the centres for continuing education at the various institutions for higher education both are preparing systems for quality control.

Both projects are direct ISO 9004-2 applications. The education authorities financially support the projects of the adult vocational education centres.

The buyers of training to meet labour policy requirements monitor the successful outcome of education by means of questionnaires. There are two forms, one of which is filled in by the student, the other by the representative of the employer in charge of the student's on-the-job practice. Labour administration also monitors, by means of statistics and economy indicators, the outcome of education. The situation on the labour market of those that have participated in LMT are extensively monitored for two months. The situation of those that remain

unemployed is further monitored for six months. To promote evaluation, a research project conducted and financed by the Ministry of Labour has been launched to evaluate the effectiveness of LMT. The project has been scheduled for 1993-1996. It will look into the effectiveness of education on three levels: that of the individual, that of the business enterprise, and that of the labour market.

5.6 Conclusions and further developments

The development of adult vocational education became a matter of top priority in the mid 1980s. The significance of adult education in achieving educational equality and in effecting the principle of lifelong education was finally being realised. Developments were further advanced by the fact that the vocational skills of the less trained workers were beginning to lag behind, due to structural changes and a rapidly evolving technology. As late as in the mid 80s, half of the Finnish manpower were still without initial vocational training.

The planning of adult vocational training was included in the overall planning of post-comprehensive school education. Every attempt was made to keep the system of decision-making and steering in adult vocational training more flexible than that intended for young people. The envisaged needs according to field of adult vocational training are based on the same forecasts concerning the future need of manpower as those concerning the training of young people. The forecasts relating to mature students also had to consider the often lower standard of basic education of adults. Today the objectives for developing adult vocational training are specified in the development scheme relating to all education in Finland issued by the Council of State.

Adult vocational education is still a central object when developing educational policy. The object is to keep the standard of training at its present high level. These efforts are the more valid in view of today's mass unemployment and the fact that 55 per cent of the people without jobs also are without initial vocational training. Their chances of securing jobs demanding new high-level vocational skills are almost nil without substantial additional training. Beyond this, special attention should be given to developing personnel training and the possibilities of particularly vocational institutions and institutions of higher education in lending a hand in training SME employees.

In public discussions the financial aid system to mature student is seen as part of a more general scheme of financial aid to students. The aid ought not to be tied up with any preset form of training. The aid should be on level with the income-related aid to the unemployed in order to make active studies sufficiently attractive.

The reform in 1991 of adult labour market training, made the development of this form of training possible in a way that it can better meet the challenges of working life and prevailing labour policy. On the basis of the systems of planning and monitoring that have been produced and the evaluation studies that have been launched, evaluation models will be developed that will permit the anticipation of any changes on the labour market and help to improve the effectiveness of LMT.

Endeavours to improve the economic efficiency are being made all the time. These endeavours in themselves are justified, but their significance will grow in the future due to the exceptionally difficult state of the national economy right now. In thc future also more attention than heretofore will be directed to improving the quality-price ratio of education.

Labour market training is an integral part of labour policy. The relations between training and general labour policies have to be intensified in the future, for the success of education is increasingly dependent not only on the effectiveness of training itself but on the often quite disparate services offered to its customers by labour administration.

6. CONTINUING VOCATIONAL TRAINING IN FRANCE

François Aventur & Damien Brochier

6.1 Introduction

Continuing vocational training (CVT) in France is now being organised into a complex system involving numerous actors at every level of economic and social life. This highly structured system was mainly the outcome of a large body of legislative measures which was introduced in 1971 as the result of collective bargaining. It was in this framework that CVT was first set up as a separate system in its own right, although there still exist some links with the initial training system. It is because of this legislation, which has undergone many amendments over the last twenty-five years, that the various components of CVT have become so highly institutionalised. This has been a two-fold process. On the one hand, regulatory decisions as to how the system should be organised, have invariably been taken by officially ratifying cross-sector, inter-professional agreements struck between workers and employers. This method of generating legislative and regulatory infrastructures ensures that there exists some degree of consensus among those involved in the actual management of the CVT system. On the other hand, a special set of rules pertaining to CVT has been included in the French Labour Code ("le Code du Travail"), as a specific aspect of the ruling on employer-employee relations in business and administration.

CVT is now at the cross-roads between two dynamic tendencies, each having its own historical background which seems worth to be outlined here.

Developing the skills of the workforce at firms

Since the early eighties, CVT has been playing a key role among the strategies deployed at companies. From being initially no more than a means of making adjustments, CVT has gradually progressed to becoming a strategic factor in the process of modernisation which countless French businesses are undergoing. Although there is no denying that the 1971 law on the organisation of vocational training within firms has had positive effects over the last twenty years, it should nevertheless be pointed out that training only gradually came to be used as a strategic workforce management tool. As a matter of fact, during that period of growth, most French firms (apart from the very largest) were quite poorly equipped as far as managing the skills of their employees was concerned. As a general rule, knowledge tended to be acquired via the experience gained at the workplace. During the seventies, vocational training was often used merely as a tool for staff management purposes which had no bearing at all on the developments occurring at the work and production levels. It was only during the eighties that many firms began to realise that staff training can be a strategic variable which can contribute decisively to making technical and organisational changes.

Implementing public employment policies

As well as contributing to firms' internal dynamics, CVT features prominently on the authorities' repertoire of measures for helping those who are excluded from working life or on the brink of becoming so (the unemployed, young people with no qualifications, etc.). Here two main tendencies can be detected.

First, CVT is now becoming more systematically part of the efforts made to help employees affected by business reorganisation. Here the aim is to improve employees' professional mobility by giving them an opportunity of enlarging their basic qualifications by enrolling on suitable training schemes. This type of opportunity, which was initially awarded on the basis of case-by-case negotiations, gradually became more widespread so that it is by now actually held to be a right attaching to the concept of professional mobility.

Secondly, CVT has gradually come to the fore among the various measures which have been developed since the mid-seventies to promote both the social and professional integration of young people in search of employment and the reintegration of unemployed adults. Most of the public schemes set up over the last twenty years or so to promote employment for young people and adults have certainly included a training component. It is worth noting that this CVT component has contributed considerably to the popularity of the alternance training model, to quote for example the success with which the 1984 youth alternance training measures have met.

The decentralised French administrative system and the regulation of training
The CVT system, the main pillars of which have always been the State and the business world (the main protagonists in the economic and social life of the country), has been giving two new categories of participants an increasingly important part to play.

On the one hand, the decentralisation laws introduced in 1982 redistributing responsibilities between the French State and the regional and local authorities have resulted in the incorporation of some new public orchestrators (especially the Regional Councils) into the CVT management and planning processes.
On the other hand, the fast increase in the number of training providers which has occurred over recent years has given rise to the need to define new ways of regulating the training sector of the market, particularly with a view to achieving a more highly organised training set-up as a whole, and to drawing up appropriate quality standards.

With so much at stake from the organisational, and especially the financial points of view, the integration of the Regions and the training providers into the dynamics of the French CVT system has given rise over recent years to numerous agreements as the result of collective bargaining and to several further legislative texts. The speed at which these developments have taken place means that one has to be cautious about drawing any hard-and-fast conclusions from static descriptions of a system all the components of which are undergoing such a dynamic process of change.

Note on the data sources used
The report on the French system of continuing vocational training which is summarised in the present document was based on several studies and publications by University economics and sociology research groups on this topic. The quantitative data originated mainly from the following two sources:

- **"Le compte economique de la Formation Professionnelle"** (An economic account of Vocational Training), which is drawn up every year by DARES, an executive body responsible for research, studies and statistics which depends on the French Ministry o Labour, Employment and Vocational Training. This is an analysis of the structure o vocational training funding in terms of budgetary units.
- **Annual analyses of employers' tax declarations concerning** their obligatory contributions to their employees' CVT. This analysis is carried out by CEREQ (the French Centre for Research on Education, Training and Employment).

6.2 CVT: concepts and definitions

In France, continuing vocational education has been defined by law since 1971 and its main features have been set out in the French Labour Code ("Le Code du Travail"). Its objectives are three-fold:

Ensuring economic efficiency

Since the initial legislation was brought out in 1971, helping workers to adjust to changing techniques and working conditions has always been one of the key targets of CVT, as explicitly stated in the introductory section of that law, where it is said to be in fact the main aim of this newly developed French system. CVT has indeed turned out **to be one** of the factors which can contribute to the success of business modernisation, as
long as it is not viewed just as a passive tool for updating skills, but rather as an active means of smoothly harmonising technological innovation, new approaches to the organisation of work, and current trends in employment (Podevin, Verdier, 1989; Mehaut, 1989; Brochier, 1993). Admittedly however, the number of firms which have adopted CVT as an integral part of their overall scheme of human and business management, and not merely as a tool, amount in actual fact to only a small proportion of the country's whole economic fabric.

Countenng social exclusion and promoting social advancement

In the aftermath of the Second World War, CVT legislation was first advocated as part of a broader project for social improvement, which resulted in a law being voted to this effect in 1959. As the labour market gradually became more selective and as youth unemployment and long-term unemployment began to make themselves felt from the late 1970's onwards, the social objectives of CVT shifted correspondingly towards combating social exclusion. Acting on the established fact that the workers most frequently affected by unemployment are those without any recognised qualifications, the French government therefore developed during the eighties a set of training measures targeted at the least well-qualified among those in employment.

Promoting cultural development

At the very beginning of the French Labour Code, it is stated that "continuing vocational training is part of lifelong education" and that one of the aims of CVT is to facilitate access "to various levels of culture". The concept of lifelong education links up directly with the idea

inherited from the days of the French Revolution that training beyond school level should be viewed not just as an instrument for adapting skills to the requirements of the working world, but as a source of continuous enrichment to the individual. Although the French Labour Code contains references to lifelong education and cultural development, these passages do not really evoke the broad ideals which inspired the legal texts, however, because they are more strongly committed to the more prosaically vocational objectives of CVT. Only the right to individual training leave, which was instituted in 1971, really allows individuals some scope for fulfilling their personal aspirations outside the framework of their occupational activities.

The content of CVT

The content of CVT is laid down in the French Labour Code, which gives six broadly defined types of operations (or "actions"): these help to give a general picture of the various forms of CVT which have developed in France.

Preparatory job insertion training is intended "to enable all unqualified persons and those not in employment to attain the requisite level to be able to undergo a vocational training course or to directly enter working life". This class of CVT operation covers all the training schemes set up by the government on a large scale since the early eighties for young school-leavers with no proper qualifications who are barred from employment because of the way the labour market works. Depending on what kind of scheme they are involved in, these young people can either be given the status of "vocational trainees" or undergo training in the framework of a work contract of a special kind which stipulates that the employer must provide some training (which goes under the name of alternance training). Preparatory job insertion training has gradually come to include all the governmental training schemes designed to alleviate long-term unemployment and acute social precarity regardless of the age of its beneficiaries.

Vocational adjustment is a class of operation intended "to help employees with a work contract to gain access to either their first job or a new job". Here the training involves newly recruited employees and those changing jobs, and it is generally worked out and organised by the employer.

Career advancement is a class of operation intended "to help workers to improve their qualifications". Initiatives of this kind link up directly with the objective of social advancement expressly assigned by law to CVT. They are generally carried out thanks to public funding and involve lengthy periods of training. Their archetype was the career advancement evening courses run by the National Arts and Trades Council (CNAM), which prepares its trainees for higher diplomas.

Preventive operations "are intended to reduce the risk of technological dislocation which arises when workers' qualifications become outdated because of the technological and structural changes occurring at their work: they are designed to prepare workers who risk losing their jobs to develop their skills either at their firm or elsewhere". These initiatives are

undertaken by employers but can be partly subsidised by public funds (through agreements with the National Employment Fund, in particular).

Retraining operations are intended to "help workers who have been dismissed or laid off before the end of their work contract to gain access to jobs requiring different qualifications, and to give self-employed persons access to new fields of professional activity". Generally speaking, it should be pointed out that the French labour code reflects an awareness that vocational retraining is an expensive measure. Since
operations of this kind involve people who have lost their jobs, the onus should not fall directly on the previous employer, but on the public authorities and collective employer-employee organisations.

Operations for acquiring, maintaining and developing skills are intended to keep occupational skills up to date with technical developments. They account for a large proportion (80% of all the trainees registered) of all those employer-funded operations for training employees which amount to 40 to 50 hours of training per year. The development of schemes such as these over the last twenty years largely accounts for the growing role played by CVT within firms (Dubar, 1990).

6.3 Access to CVT and the main participants

Now that CVT has been set up within a fairly detailed formal institutional framework, it is becoming accessible to a growing proportion of the active population. Despite the massive spread of continuing training, there exist some noticeable disparities, however, depending on which sector of the public is involved. The authorities have reacted to this state of affairs by attempting to introduce some counter-discriminatory measures restoring the balance of equality as regards access to CVT by giving some sectors of the public priority in this matter. The disparities are largely due in fact to differences in the attitudes adopted by firms in some sectors of activity, which can have quite decisive effects on whether or not employees will have access to continuing training.

Access to CVT: an overview

By the beginning of the nineties, continuing vocational training had become available to almost one third of the active population. This is a considerable increase if one looks back over the last 20 years: when the legal foundations were first laid in 1971, the rate of access was only 10%, but it increased sharply thereafter, reaching 18 to 19% of the active population within the first ten years, and has been progressing steadily up to the present day. On the average, around one hundred hours of training are dispensed every year per person undergoing CVT, although the figures have dropped off slightly over the years since 1971.

Tabel 1: An overview of access to CVT numbers in training (in thousands)

	1972	1982	1990
Specific training for young active people aged 16 to 25 years		351	541
Training of other active members of the population (total)	2251	3746	6664
State-employed	491	790	2156
Other active membersof the population	1760	2956	4508
(including those trained at the employer s expense)	(1050)	(2135)	(3181)
Total	2251	4097	7205
Total active population	20413	21612	22224
Overall rate of access to CVT (%)	11,0	19,0	32,4

Sources: Draft Finance bill on vocational training - CEREQ - INSEE: employment surveys

N.B: the rate of access to CVT is based on the following ratio: (numbers in training x 100) / total active population.

Inequality of access depending on sex and age

Demographic variables such as sex and age partly account for the differences in the accessibility of continuing vocational training. The effects of these factors are limited, however (particularly in the case of the sex factor), and are tending to decrease with time.

Generally speaking, if one looks at the active population as a whole not including the civil service, men have greater access to continuing training than women. The gap between the sexes has closed up considerably however over the last twenty years: the rate of male access to CVT was twice as high as the female access rate in 19~2, whereas nowadays, the two percentages are fairly similar: 25.8% among men and 25.1 % among women.

Table 2: Access to CVT in terms of sex (rate of access as a percentage of the reference active population)

	1972	1982	1990
Men	11,9	19,8	25,8
Women	6,1	14,2	25,1
Combined	9,4	17,6	25,6

N.B.: these rates are referred to the active population not including those employed by the State and local or regional authorities (i.e.~ 5 049 000 persons in training).

Sources:
- draft Finance bill on vocational training
- INSEE: employment surveys
- CEREQ: analysis of employers' tax declarations (no.24.83)

The age-related disparities in access to continuing vocational training are somewhat more pronounced: this particularly significant variable should certainly be taken into account in any attempts to analyse the disparity of access to CVT. The age-related disparities have nevertheless decreased over the years. In 1990, young people under the age of 26 had the highest access rates (35%), as the result of the emphasis placed at that time on developing specific training schemes for those members of the population who were having the greatest difficulty in becoming integrated into the world of employment. The 25 to 34 - year old age group was that with the largest proportion of CVT trainees (36%), and had good rates of access to training (32%), whereas those in the older age-groups did not come off nearly so well in this respect.

Table3: Access to CVT versus age in 1990

	16/24 yrs	25/34 yrs	35/44 yrs	45 yrs	Total
Persons in training *	985	1828	1439	797	5049
(in thousands) (%)	19,5	36,2	28,5	15,8	100
Overall access	35,0	32,0	25,0	15,0	25,6

*) not including those employed by the State, local and regional authorities or hospitals

Sources:- draft Finance bill on vocational training - INSEE: employment surveys - CEREQ: analysis of employers' tax declarations (no.24.83)

Training for the unemployed and other specific target groups
Those in long-term unemployment (i.e., who have been registered for at least one year with the French National Employment Agency) have been the key targets of public policies designed to assist job-seekers. The national schemes aimed at job-seekers over the age of 25 therefore contain special clauses dealing with the long-term unemployed. On the other hand, the State finances other training initiatives to alleviate unemployment, which are not restricted to the long-term unemployed but are designed with the most highly employable job-seekers in mind. Some courses are run for example mainly for the purpose of re-adapting the skills of one person who is about to take up a specific job. It is worth noting as regards the training of unemployed persons that the French State has been at pains since 1989 to simplify and harmonise its initiatives by gradually merging together several courses which seemed to be rather similar in terms of their objectives and the attributes of the users for which they were intended.

This outline of government-initiated measures is obviously not exhaustive and does not cover all the training schemes available to the unemployed. On the **one hand, the** French State finances the long-term qualifying training provided by AFPA (the National Association for Adult Vocational Training), which caters mainly for jobhunters wishing to improve their qualifications. On the other hand, unemployed persons account for a large fraction of those attending the training courses which are part of initiatives funded by the regional councils. All in all, there is an annual throughput of about 560 000 job hunters undergoing vocational training as part of publicly funded schemes. Based on the unemployment figures published by INSEE, this number can be said to constitute roughly 25% of all the unemployed members of the nation's population.

Table 4: Access of the unemployed to CVT schemes (numbers enrolled in training)

	1990	1991
Measures targeted at the long-term unemployed		
Training courses	219.000	193.000
Courses for women with low means	13.000	12.000
Measures targeted not only at the long-term unemployed		
vocational retraining courses	39.000	47.000
preparatory job insertion courses	27.000	33.000
training for unemployed executives	5.000	6.000
AFPA (National Association for Adult Vocational Training)	67.000	79.000
Subtotal: operations specifically intended for the unemployed	**370.000**	**370.000**
operations not specifically intended for the unemployed	190.000	190.000
Overall total	**560.000**	**560.000**

Source: Ministry of Labour, Employment and Vocational Training Situation Report

Various policies have been implemented by the French State, the regions and Social Action Fund for immigrant workers and their families (FAS) to assist specific categories of people with special needs as far as training and employment are concerned. Public schemes of this kind have been designed with four categories in mind (apart from the unemployed, with whom we have just been dealing): refugees and immigrant workers, prison detainees, the disabled, and the illiterate. More than 30 000 people were trained in the framework of these special schemes in 1990 and 1991.

The access of employees to CVT

The figures given here relate to training activities funded by firms with at least 10 employees on their payroll. They are mostly based on the annual tax declarations made by employers, whoare required to state how they have fulfilled their obligations as regards CVT (to which they are obliged to devote 1.5% of their firm's total wages).

The considerable increase in the efforts made by employers on this score is clearly reflected in the CVT access rates: these have increased on the average nearly four-fold within 20 years, from 10 to 38% of all the employees (see Table 5)

Table 5: Statistical overview of employees' access to CVT

	1972	1982	1990	1991
Overall rate of access (%) including alternance training	10,7	21,4	36,9	38,6
Numbers of participants in CVT	1.050.000	2.103 000	3.388 000	3.556 000
Mean duration of training (in hours)	74	57	55	55

Sources: - draft Finance bill on vocational Training - CEREQ: annual analyses of employers' tax declarations.

Although the picture is a positive one on the whole, this should not allow us to overlook the fact that CVT is still not equally available to everybody in France. There definitely seem to be four main factors responsible for this situation. Two of them have to do with employees' individual characteristics (their sex and the professional category to which they belong). Although these factors are quite important, they seem to be greatly outweighed by the other two, which are of a more contextural nature: the size of the firm involved and the economic sector to which it belongs (Gehin, 1989).

As far as the *sex-related disparities* still apparent at firms are concerned (see Table 6), 21% of the men and only 14% of the women attended at least one training course in 1982. This state of affairs has tended to improve however with time: the women's access rate has doubled within 20 years, whereas that of the men has increased by only 62%. Since women are tending to hold better qualified jobs than in the past, they also have greater recourse to continuing training, and this trend seems likely to go on developing for some time to come.

The second factor which contributes to inequality of access to CVT is a person's *professional category* (see Table 6). The higher up the qualification scale people's jobs are, the more frequently they will benefit from training: among the unqualified workers, only 13% attend a training course once a year, whereas approximately half of all the executives and engineers do so. It can be observed however that the occupations which come in the middle of the scale (foremen, lower managerial staff, technicians, etc.) turn out to benefit the most from firms'

training policies, since 52% of those at this level of qualification gained access to continuing training in 1991, and the mean duration of their training was as much as 52 hours.

Table 6: Access to CVT by sex and occupational category

	1982	1990		1991	
	Rate of access (%)	Mean access (%)	Rate of duration of training	Mean access (%)	Rate of duration of training
Men	21,2	34,0	-	34,4	-
Women	14,3	27,9		28,8	-
Unskilled workers	-	12,7	53	13,3	50
Skilled workers	-	24,5	51	25,4	52
Employees	-	28,5	43	28,7	43
Foremen, technicians and managers	-	53,3	50	52,0	52
Engineers and executives	-	49,1	46	48,4	47
Combined	18,9	31,8	48	32,3	49

Source: CEREQ: an analyses of employers' tax declarations on training schemes and individual training leave (not including alternance training).

The third important factor contributing to inequality of access to CVT is the *size of firm*. Since the early eighties, the breakdown on the number of employees given training (apart from alternance training) by firms depending on their size has remained quite stable: although less than one third of the smaller firms with only 10 to 19 people on their payroll provide any training for their employees, the large companies with at least 500 employees do so almost systematically. This is an indicator to the breadth of the gap between these two categories of business. These disparities are naturally reflected in the access rates: less than 7% of all the employees in firms employing only 10 to 19 people underwent any training in 1991, whereas more than half of those working for firms with more than 2 000 employees did so (see Table 8).

Table 7: Changes in access to CVT depending on the size of firm

	1980	1985	1990	1991
10 to 19 employees	3,4	6,0	7,3	6,6
20 to 49 employees	5,8	8,5	10,7	11,4
50 to 499 employees	13,0	16,3	23,5	25,4
500 to 1999 employees	21,3	26,8	38,6	39,0
2000 employees and over	31,4	39,5	52,8	52,1
COMBINED	**18,1**	**23,0**	**31,8**	**32,3**

Source: CEREQ: analyses of employers' tax declarations

The last point worth stressing here is the existence of *strong sectorial inequalities* as far as recourse to continuing vocational training is concerned. During the last twenty years, the sectorial hierarchy in matters of CVT has not undergone many very overwhelming changes. Due to the growing involvement of firms in CVT since 1982, several shifts have occurred however in the relative positions occupied on this scale by the various sectors. More specifically, it can be seen upon comparing the rates of access in the various sectors that they fall into three main groups.

The first of these groups consists of the sectors which are the most strongly committed to training, and have mean access rates upward of 40%, and even 77% in the case of the banking sector. These are mostly densely concentrated sectors, i.e., ones in which the firms tend to be large or even very large-sized. Two tendencies can be distinguished with in this group: on the one hand, we have sectors with a long tradition of continuing training (energy production, transport, banking and insurance), the performances of which are tending however to deteriorate, and on the other hand, we have some sectors of industry which have been boosting their participation in FPC since 1985 (iron and steelmaking, chemicals, electrical and electronic engineering, the automobile industry, the pharmaceutical industry) as the outcome of the large scale training projects which have been adopted as part of the companies' active policy for *restructuring and* modernising the whole production *apparatus*.

The second group consists of sectors where training can be given a medium rating as regards both its level and its rate of development. These are much less (sparse to medium) densely concentrated sectors, which come under the following headings: food, agriculture and food-processing, production of materials for industry (building materials, glass, paper and cardboard, rubber, plastic), production of machinery and equipment (mechanical engineering), commercial activities and services (automobile repair, services supplied to industry, etc.). The third and last group consists of the sectors with the lowest scores, where the efforts made to

introduce training are restricted to the minimum legal obligations. These sectors have very sparse to medium-density concentrations and are involved predominantly in consumer goods production (textiles and clothing, wood and furniture) and in services to the general public (the wholesale food trade, hotels, cafeterias, restaurants, etc.). Building and public works also belong to this category. A high degree of variability can be observed among these sectors as far as the firms' attitudes towards continuous vocational training is concerned: there sometimes exists a wide gap for instance between the training policies of large-building and public works firms and those of small and medium-sized clothing manufacturing firms.

6.4 The various CVT providers

Not only has the system of continuing vocational training expanded tremendously over the last 20 years by branching off from the system of initial vocational training, but numerous other organisations with a variety of legal statuses have also emerged and developed in response to the growing diversity of the needs expressed by the country's firms and authorities. The national education system, for instance, has set up continuing training centres at the secondary and further educational levels (GRETA and University centres, respectively) which are gradually acquiring greater independence and tend increasingly to organise their activities separately from those of the initial vocational training system. On the other hand, a whole network of training associations has developed as the result of the great flexibility which entities having this legal status enjoy in France: these train a whole range of users, from employees to young people and unemployed people in difficulty. Lastly, private profit-making training providers now account for a non-negligible fraction of the commercial sector of the continuing training production market. In order to present a concise overall picture of the organisations providing CVT in France, it is therefore proposed to deal with them in three separate groups.

National institutions providing CVT

In France, the public authorities are directly involved in dispensing CVT, especially via structures which depend on the Ministry of Education. These are of two kinds:

- *Secondary educational establishments* (mainly general and vocational "lycees") have formed voluntary groups (GRETA) which run continuing training courses for employees and job-seekers. This system occupies an important position within the French CVT system as a whole, since more than 600 000 people underwent training at more than 300 GRETAs in 1992.

- *Educational establishments responsible for further education* (Universities and engineering colleges) are also involved in continuing vocational training in addition to their main role as suppliers of initial vocational training. These courses are usually managed by Continuing Training Departments or Institutes which have a relatively high degree of autonomy with respect to the establishments to which they are attached. In 1991, continuing training at structures of this kind amounted to more than a milliard French

Francs, and around 300 000 trainees in all were given more than two million hours of instruction.

Here it should be noted that the national arts and trades council (CNAM) has a special role of its own to play. This institution promotes social advancement via training by running courses outside working hours to prepare trainees for numerous further educational degrees and diplomas, particularly in engineering. It consists of a national centre to which several specialised institutes and associated regional centres are attached. In 1991, 75 000 trainees enrolled at the CNAM, which contributed to more than 4 000 higher educational diplomas being awarded, including more than 600 degrees in engineering.

Although the French Ministry of Education is responsible for most of the CVT operations carried out by public institutions, each ministry handles the continuing training of its own staff on the lines dictated by its own specific structures and modes of organisation. It is worth mentioning the particularly strong commitment of the State to the continuing vocational training of its employees, which was crystallised in the signing of two skeleton agreements in this connection in 1989 and 1992. Provision is made in these agreements for setting up training schemes at the various ministries and financing them by means of procedures based largely on those which have been in use since 1971 in the private sector (each employer's minimum contribution to this item of expenditure was set in 1994 at 3.2% of the company's annual wage bill). Lastly, continuing vocational training for those in the employment of the French communes, departments and regions is provided under the aegis of the national territorial civil service centre (CNPFT), a structure which is funded by the departmental and regional collective institutions (which allocate to it 1% of their total wage bill).

Semi-public bodies providing CVT

The national association for adult vocational training (AFPA) is one of the most active participants in the field of CVT in France. It reports to the Ministry of Labour, Employment and Vocational Training and is largely funded by governmental subsidies (these amount to 80% of its total resources). This association consists of 130 adult training centres located over the whole country, at which 11 000 persons are employed. In terms of its output, more than 150 000 trainees, three-quarters of whom are unemployed at the outset, enrol every year with this association. The type of training available here is mostly geared to industry, although there has been a recent a shift in focus towards the tertiary sector (training in the fields of commerce and computer technology, for example).

The *trades councils* are public establishments which represent employers in specific economic spheres in their dealings with the authorities. Organisations of three kinds come under this heading in France: the Chambers of Commerce and Industry (CCI), at which the industrial and tertiary sectors are represented, the Chambers of Trade, which specialise in the trades and crafts, and the Chambers of Agriculture. By virtue of their statutory role, these bodies are closely in touch with occupational circles. They make an important contribution to continuing

vocational training, particularly as they are responsible for managing various establishments (apprentice training centres, commercial and engineering colleges, etc.). Like the establishments which come under the authority of the State education department, these trades councils have set up continuing vocational training activities within these structures. Due to their close links with the business world, they tend to give priority to providing training for employees, but they have also begun to develop training schemes catering specifically for job-hunters.

Private enterprises providing CVT
Although their legal status can take various forms, the bodies subject to the laws of private enterprise can be subdivided into four groups, depending on how closely they actually resemble private business firms.

Although few precise data are available on this point, the fact should not be overlooked that some firms, which tend to be large-sized ones, have set up their own *internal training centres* for their employees. The only quantitative information available on this point seems to indicate that roughly one quarter of the annual training costs shouldered by firms with more than 2 000 people on their payroll go on Internal training.

Training associations (ASFO) carry out training operations for the employees of member firms at the instigation of groups of employers. Thanks to their historical origins, these associations have become the privileged partners of business firms, since they specialise in running courses which have been thought out as an integral part of broader training programmes. Up to 1994, this role was combined in the case of many professional branches with that of managing the funds allocated to CVT on a mutual benefit society basis. This has since then been expressly forbidden by law, which now dictates that fund collecting and training activities must be kept strictly separate (see section 6).

Commercially oriented training providers (self-employed persons, private and public limited liability companies) are both the most numerous providers on the training market and those about which the least information is available. What can be said at least is that most of their activity comes within the framework of agreements with employers, and that those in this category vary greatly in both their size and the type of activity in which they are involved. In 1989, the companies of this kind numbered around 7 000, in addition to those working in this field on an individual (free-lance) basis.

Among these *private training providers*, those which have the legal status of *associations* also show considerable diversity, which means that it is impossible to place them in a single, all-inclusive category. Some of these associations came into being as the outcome of the wave of social, trades union and cultural reformist movements which developed in France in the fifties advocating assistance for those left in the sidelines of a prospering society (immigrant workers, employees adversely affected by the restructuring of businesses, etc.). Most of these associations have operated practically on the basis of public financial support alone, and with

the advent of growing unemployment, have adapted to the changing context by setting up training arrangements to further the social integration and advancement of the most underprivileged members of society.

Employer-employee organisations responsible for managing CVT funds
One of the particularities of the French CVT system is the existence of a legal framework within which the funds allocated to CVT by firms can be handled in a mutual benefit spirit by organisations representing groups of firms. These organisations provide the social partners responsible for them with considerable scope for action, and have had quite a considerable influence on the structuring of whole segments of the French CVT system. This has been particularly true of the training arrangements made for small and medium-sized firms, which have often delegated the designing and implementing of their training schemes to external agents, and have therefore come to rely on these friendly organisations for this purpose. Up to 1994, there were several structures, such as the Training Insurance Fund (FAF) and the training associations (ASFO), operating on these lines, handling a total annual budget of 13 milliard French Francs. As from 1995, a new reglementary set-up has begun to be gradually installed, with the underlying idea of making all the pre-existing structures evolve towards the single status of "State-approved mutual collecting bodies" (OPCA). The conditions under which this State approval is awarded (especially as regards the presence of representatives of both employers and employees on the board of administration and the stipulated minimum total to which the sums collected should amount) should eventually extend to other sectors the role being played at present by these organisations in a few specific branches of activity (such as the building trade and public works), which consists of defining general CVT objectives and helping firms with the administrative and financial practicalities of training (see Section 6).

A brief outline of the respective contributions of the various CVT providers
Although the public and private training sectors handle roughly equal cashflows in the framework of CVT funding (not counting the allowances paid to persons undergoing training), their respective contributions differ considerably depending on the category of users undergoing the training (see Table 8). The training of active wage-earners is undertaken mainly by organisations of four main kinds, for example: internal centres at administrations and firms (43.7% of the total expenditure), profit-making and non profitmaking private bodies (36.3%), and State educational establishments (16%). Conversely, the training set-ups organised by the trades councils (2.6%) and by AFPA (0.6%) score very low in terms of their spending on this item. Quite a different pattern emerges however if one looks at the providers of training for the unemployed: in this case, AFPA ranks first (42%) with its long training courses and its activities in the framework of public training schemes for the unemployed and the young. Here the private training network also occupies a prominent position (37.1%), although those privately run organisations which are involved in training job-seekers are generally not the same as those which specialise in training employees. Lastly, the State educational system scores relatively low (12.7%) on this count despite the strong commitment of its GRETA network to training those in search of employment.

Table 8: The providers of continuing vocational training in 1990 (in millions of French Francs)

	Employed persons	Unemployed persons	Total	%
State education system:	4.906	1.083	5.989	15,2
CNAM and CNED*				
secondary education (GRETA)	1.030	803	1.833	4,7
further education	3.487	203	3.690	9,3
CNAM and CNED (*)	390	77	467	1,2
Other Ministries engaged in training	245	208	453	1,2
AFPA	189	3.586	3.775	9,6
Organisations depending on the trades councils	797	362	1.159	2,9
Other private providers	11.180	3.180	14.360	36,6
Internal centres at places of work (total):	13.418	137	13.555	34,5
at public administrations	7.980	44	8.024	20,4
at firms	5.438	,93	5.531	14,1
Total	**30.735**	**8.556**	**39.291**	**100**

Source: Ministry of Labour: an economic account of continuing training (*) The National centre for instruction by correspondence.

6.5 Supplying and planning CVT

The various planning procedures

Given the many decision-makers involved in the field of CVT, the responsibility for planning training operations is shared between three main orchestrators, namely the State, the Regions and the firms. The planning of operations at State level depends directly on the general policies

adopted by the government as regards vocational training and employment. The activities of the regional councils are carried out in line with the procedure prescribed for the regional planning of the specific training operations for which they are becoming responsible. The actual planning procedures (in particular, the modes of consultation between the economic and social partners) vary from one region to another. The firms also have their own specific planning procedures, which were mostly laid down in the 1971 law, stipulating what consultative steps should be taken in the planning of training programmes. The small businesses often consult the sectorial specialists available to help them define their requirements in this area. The planning of training can therefore be said to depend on the branch of activity to which firms subscribe.

The development of concerted planning procedures
In response to the proliferation of CVT planning and programming procedures, the authorities have been taking steps for some years now to encourage the setting up of a joint basis for CVT planning involving several orchestrators. This often takes the form of medium-term bilateral undertakings focusing on the achievement of specific CVT objectives. Provision can also be made for instituting and developing tools for measuring and analysing vocational training and employment by maintaining a constant exchange of information between all those belonging to the same region or branch of activity.

Since there exist so many miscellaneous procedures, it cannot be stated that the programming of CVT is really jointly conducted by the State, the Regions and the employers' and tradesunion representatives. It is nevertheless true that the government's contractually oriented policy is gradually gaining ground. The aim of this policy is to replace the former system based on a set of rules emanating from the centralised State authority by a new model for the planning and implementation of operations, whereby decisions about the main issues at stake and the development of CVT are based on a process of negotiation and the reaching of decentralised agreements among those concerned. Four main steps have been taken in this direction over the last twelve Years or so.

In 1983, the French State made available to all the regions a new contractual form of procedure, the aim of which was to define some common medium-term objectives as regards the development of CVT and to allocate the funds necessary for these objectives to be achieved. These so-called "planning agreements" between the State and the regions are now being used mainly to plan and finance joint CVT operations. The substance of these agreements is re-formulated every five years as the result of negotiations between the regional councils and decentralised government departments. They cover a whole range of aspects, reflecting the demographic, economic and educational specificities of each region.

Training development commitments (EDDF) constitute a form of State aid to continuing training at businesses. The attribution of these subsidies is conditional upon the fulfilment of several criteria: the projected operations must cover a period of several years, they must involve an increase in the employer's investment in training, both qualitatively and qualitatively

speaking, and the exact nature of the proposed operations has to be approved by the competent employer-employee organisations. The amounts to be contributed by the State are specified in a separate contract with each of the firms involved, thus providing the means of working out a compromise between public priorities (especially as regards training at small and medium-sized firms and the accessibility of training to the employees on the lowest rungs on the qualification scale) and firms' own internal strategies for developing CVT. Another aim pursued here is that of providing firms and sectors of activity with incentives to integrate their CVT policies into their strategies for modernising their technical and financial approaches, subject to a specific process of consultancy with representatives of both the employers and the employees. Although this cannot yet strictly be called joint planning, the indications are that it may lead in the long run to better co-ordination between public and private ideas as to how CVT should be run.

A network of *regional training and employment monitoring agencies (OREF)* was set up in France in 1989 in response to the need of which both the central government and the regions were aware to develop appropriate analytical tools in keeping with the new institutional context resulting from the decentralisation of responsibility for both initial and continuing vocational training. The task of these agencies (or observatories) is to encourage the exchange of ideas between the local orchestrators and to promote the drawing up, dissemination and use of data about training and employment. They generally operate on an inter-institutional basis.

Lastly, *predictive study contracts* (CEP) are agreements signed between the French State and some sectors of activity with a view to examining future developments in employment and vocational skills so as to be able to define the most appropriate training policies for helping employees to adapt to the changes occurring in their field of occupation. Basically, it is a question of enlisting the help of external specialists to work out prospective scenarios depicting the economic, technological and social changes liable to occur within a given branch of activity. This procedure has met with enormous success since its creation in 1988, since 30 predictive study contracts have already been drawn up and completed.

Standardising the quality of CVT: an ongoing concern

The idea of standardising the quality of CVT operations arose only quite recently within the French system. It was suscitated by the governmental decision taken in 1990 to improve the quality and the means of control exerted over all CVT courses supported by public funding. It was decided at that time that public funding would be granted only to training providers which had been duly approved by the authorities, and that the administrative and financial management carried out by the training providers in question would be more strictly supervised. These decisions have led the main professional organisations representing the training providers to investigate ways and means of standardising CVT, in collaboration with AFNOR, a French organisation which specialises in drawing up technical standards. This resulted in 1992 in the production of the first three standards defining the basic terminology and standard procedures to be used by training providers and firms with a view to helping them to fulfil their contractual obligations. These standards provide guidelines which can be

referred to by all those looking for an exact set of rules against which to examine and compare the requests put forward by prospective trainees and the services offered by training providers.

In parallel with these efforts towards standardising the relationships between the supply and the demand for training, some training providers have begun quite recently to apply procedures endorsing the quality of their services. This tendency is part of a general move to set up quality control and quality assurance systems in the framework of the international ISO 9000 standard. Besides these various unifying developments, several organisations involved in one way or another in CVT have been having some thoughts of their own on the subject. This has resulted in the development of several charters and quality contracts defining the rules of standard practice in matters of CVT management in given fields of activity (Leplatre, 1991). Most of these charters have been drawn up by organisations to which private training providers subscribe. Membership implies compliance with the established rules, and this in turn serves as a guarantee for firms which have dealings with the members of the network.

This sudden upsurge of interest in quality assurance procedures in the field of CVT points to the need to create some more clearly defined guidelines in this respect. The situation in France is still highly unstable however, which means that great caution should be exercised before attempting to make sweeping appraisals.

Certification and endorsement procedures: the latest developments
In France, there exist five main touchstones with which it is possible to determine what any qualifications acquired in the context of continuing vocational training are worth.

By *tradition, the State education diplomas* have always constituted the most highly structured framework, since they were the foundations on which the whole initial vocational training system was based. In particular, the modes whereby the skills and knowledge of candidates are assessed in this case give these diplomas a particularly high reputation, which is recognised throughout the country. Although in the last instance, these diplomas come under the authority of the Minister of Education, most decisions about their creation or their updating are subject to the opinion of the Joint Advisory Committees (CPC). These four-part instances, which include competent individuals as well as persons representing employees, employers and the authorities, pool together their knowledge about the state of the labour market and the requirements of firms and update the content of training programmes and methods accordingly.

A procedure for *the recognition and approval (homologation) of certificates,* which was instituted at the time of the 1971 law on which the French CVT system was based, set the foundations for the recognition of vocational qualifications acquired via pathways other than the State education system. These are mainly the certificates delivered by AFPA (the association for adult vocational training). The CTH (technical approval committee) responsible for giving this label reports directly to the Prime Minister. It examines the applications it receives using a set of clearly defined criteria (concerning the aims and objectives of the

training, the type of trainees involved, and the type of jobs available to the trainees upon completing the course).

In parallel with these official procedures, some recognised paths of certification have developed at the level of a single trade or profession or that of a particular sector of activity. The *vocational qualification certificates (CQP)* come under this heading. These were set up by the national joint labour council (CPNE), which includes employer-employee representatives from all the main sectors of activity. In principle, this move was spurred by the needs for new qualifications arising in areas where initial training courses were either inexistant. insufficient in number, or in the process of changing.

In order to determine what CVT diplomas are worth, it is furthermore possible to consult *the occupations described in collective agreements*. Over recent years, collective bargaining has resulted in the diversification of the the terms of reference used to describe vocational skills. The traditional approach, consisting of strictly equating a job with a specific level on the scale of classification, is now gradually giving way to more complex procedures. These take not only an employee's diplomas into account, but also involve criteria for assessing personal aptitudes for a given type of position, such as self-reliance and a sense of responsibility. This development has had noticeable effects on the modes whereby CVT attainments are validated, particularly as regards the qualification training arrangements made as part of youth alternance training schemes. In roughly half of all the cases where training is undergone as part of a qualification contract, it is not endorsed by a diploma or an approved certificate, but is directly linked to the job specifications set out in collective agreements. This is an important point because it paves the way for developing CVT certification on the basis of predictive indicators to individuals' performances in given occupational situations, rather than simply validating previously acquired skills and know-how.

The last touchstone in the French system of certification is the *local and regional endorsement* procedure, i.e., that which is applicable only within specific geographical areas (groups of communes, "departments", or regions). Here the objective was to give some sectors of the population, often consisting of people with few if any qualifications, the opportunity of acquiring certified vocational proficiency of a novel or highly specialised kind. These certificates have not in fact been very commonly awarded so far, but it is likely that they may develop considerably over the next few years, since increased responsibility for vocational training is currently being delegated to the regions in the framework of the latest legislation on this matter, which was brought out in 1993.

6.6 Conclusions and further prospects

From the overall pattern of recent developments in CVT in France, three main challenges emerge which will have to be met in the future**.

The development of local CVT regulation

Several decisions which have been either made or envisaged over the last few years reflect the tendency to promote means of regulating CVT where greater responsibility is placed on the orchestrators working near the field of action. Much debate has been going on of late among those in charge of the CVT system about *extending the moves to decentralise continuing vocational training* which were launched in 1983 to keep up with the broader developments whereby the powers of decision in many respects are being shifted from the State to the local authorities. The Regional Councils, which have taken over the responsibility for handling the public funds allocated to CVT, feel that the time has come for them to be given greater scope. Despite the steps taken in this direction, central government still seems to have the last word about managing the public funds allocated to CVT, which prevents the regions from drawing up a truly regional training policy. Some proposals have consequently been made during the last few years to extend the powers of the regions, which culminated in the provisions of the five-year Act of December 1993 relating to work, employment and vocational training. This Act, in the shape of two particularly noteworthy measures, came into effect in July 1994. In the first place, the State assigned to each of the 26 regions full responsibility for managing their own qualifying training operations for young people. Secondly, it stipulated that each regional council would henceforth be required to draw up a regional plan for the development of youth training. This plan, which is to be prepared in collaboration with the competent State departments, the other local and regional organisations and representatives from economic and social spheres. It will define all the youth vocational training operations to be carried out over a period of several years. Thanks to these two innovatory measures, the French regions will henceforth be able to have a main say in the planning of CVT development, and will no longer be relegated to the sidelines. The import of this challenge is all the greater since it is intended to gradually enlarge the newly acquired regional powers between now and 1999 so that they will eventually include the entire set of youth vocational training operations which have been conducted up to now at State level. The next ten years will therefore see a complete redistribution of authority as regards the funding and administration of CVT.

The local and regional State authorities directly involved in these developments are also now undergoing a dynamic process of structural change. Steps have been taken for instance at the Ministry of labour, *employment and vocational training to reorganise the decentralised government administrations* to give local orchestrators a clearer picture of the operations conducted by the State. Since 1991, the implementation of most training and employment measures has been the prerogative of a single administrative structure, the departmental vocational training, employment and labour executive (DDTEFP).

** The rules underlying the CVT system have been changing so fast since 1993 that this section of the present abridged version of the FORCE Report on the situation in France contains some come completely new material.

This amounts to a particularly momentous change when it comes to implementing public CVT operations: these were mainly dealt with in the past at the higher levels of the State or regional administrative hierarchy. The idea was to facilitate local contacts between the orchestrators of the CVT system (firms, training organisations, certified training associations) and the public administrations in charge of running and partly financing the system. Further clarificatory steps were taken in January 1995 at the regional administrative level. The two executives previously responsible for employment and vocational training, respectively, in each region have now been merged together to form a single executive (the DRTEFP). The main mission of this executive is to define medium-term State objectives as regards vocational training and employment at the regional level. In this connection, technical assistance will be provided by local job training committees once the appropriate prospective studies and analyses have been carried out. The fact that these structures have a strategy-building role to play makes them the priveleged partners of the regional councils. One of the main short-term challenges to be met by the French CVT system depends on the quality of the partnership which these two institutions are able to build up so that they will be able to successfully pursue common goals by pooling together the tools which constitute their respective assets.

This question of partnership is particularly crucial since an increasing number of government measures relating to CVT have placed considerable emphasis on the local and collaborative aspects of their management and their funding. This can be seen particularly clearly in the case of the individual training credits (CFI) made available in 1989 to young people between 16 and 25 years of age, which were later extended to adult users in 1990 and 1991. This is a system whereby individual volunteers are encouraged to work out their own personal training paths, making use of the public resources available for training and consultative purposes in a given geographical area (generally one or several communes). CFIs operate on the basis of systematic consultation among the various public and private participants in work integration schemes operating at the local level.

Changes in the modes and channels via which CVT funding is provided by f firms
One of the main tasks to be accomplished within the next few years by the CVT system has to do with the development and the handling of the large sums already being devoted by French firms to CVT (these amounted in 1993 to more than 47 milliard French Francs). Two decisions were made quite recently which seem likely to bring about some far-reaching changes in the medium and long term future.

First there came *the extension to firms employing less than 10 people of employers' obligations to contribute to the funding of training for their employees* (Act of 10th. December, 1991). This measure was designed to even out the inequalities between the employees at the various French firms as regards access to vocational training. One of the greatest problems here is due to the fact that the medium and small-sized firms are much less strongly committed to training than the larger ones. Although the extent of these firms' obligatory contribution is fairly modest (0.15% of their annual wage bill), this move was intended above all to stimulate some awareness of the fact that the training of employees can

actually be a useful strategic tool, since the heads of firms are often rather sceptical as to its efficiency. Given the difficulties being faced by smaller firms, the French State has decided to offer them incentives to make collective arrangements for training their employees. The "training development commitments" which constitute one of the main governmental initiatives are now awarded preferentially to professional and interprofessional organisations formed by groups of firms. Underlying the decision made by the powers that be to promote the constitution of groups of this kind is the wish to show small firms that by participating in collective CVT ventures, they may be able to overcome obstacles which they would be unable to cope with individually.

The second important decision concerns *the restructuring of the CVT fund-collecting network.* It should be remembered that since 1971, French firms' obligatory contribution to CVT has been accompanied by the possibility of having these funds handled on a mutual benefit basis, i.e., paying them to collective organisations which spend them on training activities organised by other firms within the same sector of activity (see Chapter m of the original Report and section 4 of the present summary). Despite the simplicity of these principles, this system has gradually become extremely complex due to the creation of various organisations to collect from the firms funds which were earmarked for an increasing number of specific uses (youth alternance training, individual training leave, etc.) In 1994, more than 250 organisations in all were authorised by the French State to carry out fundcollecting activities for CVT purposes. These organisations were extremely heterogeneous, as regards both their fields of activity and their financial resources. Several recent administrative and parliamentary reports have stressed the need to clarify and rationalise these funding circuits. In response to the five-year Act on work, employment and vocational training which was promulgated on 20th. December, 1994, encouraging the social partners to initiate collective bargaining on this topic, the latter eventually signed an interprofessional agreement on 5th. July, 1994. The provisions of this agreement amount to completely restructuring the CVT fund-collecting system, and will start being implemented in 1995. Three main objectives have been set in this context. First it is proposed to reduce the number of State-approved collecting organisations so as to be able to control the cash flows more closely (less than one hundred approvals of this kind have been awarded). Secondly, the wish to improve the openness of the system has led to the injunction that no single organisation is entitled to conduct both fund-collecting and training activities, which several organisations were in fact doing up to then. Lastly, new modes of attributing the new authorisations were adopted by the State authorities so that the geographical and professional scope of these newly authorised bodies would be more clearly specified. In deciding to redefine the missions entrusted to all the organisations involved in managing the funds allocated to CVT by business firms, the French State and the social partners have set in motion some heavy machinery: it is difficult to predict how this is likely to affect business policies in the long run.

Searching for a compromise between individual initiative and company responsibility

One constant thread which has been running through the fabric of CVT in France throughout its history has been the question as to how individual initiative and company responsibility should be properly apportioned in the system's scheme of operation. It is expressly stated in

French Law that individuals are entitled to training leave, not necessarily in the framework of the training courses run by firms in response to their own requirements. Since the early eighties, firms have tended to design modernising strategies in which their training projects only too closely reflect their own immediate needs. The risk that the gap between individual aspirations and firms' production logic may become too wide has brought up the fundamental question as to how it may be possible to reach a compromise so that individual preferences in matters of CVT fit in with the projects recognised by the firm as being worthy of pursuit. Some recent procedures, such as joint investment, skills assessment and time invested in training (see Chapter IV of the original FORCE Report) have been introduced as part of attempts to provide a possible framework for compromise. These initiatives are too recent however for it to be possible to assess their initial effects with any certainty.

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7. CONTINUING VOCATIONAL TRAINING IN GERMANY

Edgar Sauter

7.1 Introduction

Continuing vocational training has grown substantially in the last few years, if the number of people attending such training courses and the amount of money spent on them, are taken as indicators. Continuing training has become a key factor in innovation and productivity. The increase in the demand for continuing training and the rising attendance rates are to be seen in connection with a chain of interrelated trends. These include in particular:

- the structural changes in the *potential labour force* and the *supply of manpower*, e.g. the growing number of older people within the economically active population, the rising proportion of women in the workforce and the immigration of resettlers from eastern European countries;
- the structural changes in technology and new, holistic ways of organising work result in new demands on qualifications. Interdisciplinary qualifications are required above all, e.g. lateral thinking, communication and co-operation skills, and a sense of responsibility;
- a re-evaluation of the concept of gainful employment in conjunction with a shift in society's values and heightened environmental awareness. Expectations about working conditions in particular (more scope for taking initiative and decisions, more independence in relation to time) are changing, as are behavioural patterns and attitudes with regard to living in harmony with nature;
- the consequences of continuous high unemployment and a growing proportion of long-term unemployed. Vocational training has become a key factor in active labour market policies;
- the development of "European competence" in the light of the ongoing European unification process. This includes widening avenues of communication through foreign languages and knowledge about the cultures of neighbouring countries;
- sweeping re-structuring processes in the "new" *Länder* (states) of Germany to convert them from a planned economy into a market economy following Germany's unification. This includes training programmes for a large section of the working population in these parts of the country.

The growing demand for continuing training and the increasing attendance at continuing training courses also show that initial vocational training alone is no longer a guarantee of job security, of remaining qualified in one's occupation or profession, or of developing one's abilities. Initial vocational training is becoming the prerequisite for successful continuing training. Initial and continuing training are being more closely interlinked. At the same time, greater efforts are being made to raise the status of vocational education to that of general education. The aim is to develop an independent vocational training system which would enjoy the same status as the general education and university systems and which would represent an attractive alternative (Dybowski et al., 1994).

Any description of continuing vocational training has to rely on very varied and, in part, very limited data since there are no comprehensive "official" statistics. The most important sources of information on the development of continuing vocational training are (Alt et al., 1994):

Regular representative nation-wide surveys conducted by individual research institutes:

- "Berichtssystem Weiterbildung by Infratest Sozialforschung" (regular reports on continuing training: 1979, 1982, 1985, 1988, 1991) commissioned by the Federal Ministry of Education Science;
- surveys conducted by the Federal Institute for Vocational Training (BIBB) and the Federal Labour Office's Institute for Employment Research (IAB) (1979, 1985, 1991);
- research conducted by the Institute of the German Economy (IW) (1987, 1992) on the structures and cost of in-company continuing training (Institute of the German Economy, 1994);
- microcensus - supplementary polls on further vocational training and retraining conducted by the Federal Statistical Office (every two years since 1970).

Statistics on different sub-sections of continuing vocational training such as:

- further vocational training, retraining and in-company job familiarisation training conducted on the basis of funding under the Employment Promotion Act;
- distance learning (voluntary statistics on distance learning collected by the Federal Statistical Office);
- persons sitting further vocational training examinations;
- educational leave and sponsored continuing training in Länder with laws on educational leave and/or continuing training;
- individual providers of continuing training (e.g. adult education centres, churches, employees' and employers' organisations).

7.2 The most important features of the system and the concepts underlying continuing vocational training

Continuing training is generally understood to mean the continuation or resumption of organised learning after the completion of an initial training stage and the commencement of work.

Continuing training is the "youngest" sector in the educational system. Its development into an integral part of the overall educational system is still in progress.

Continuing vocational training differs from other parts of the educational system by reason of

- the plurality of training providers;
- its free-market organisation;
- the subsidiary role of the state.

Individuals enrol in continuing training for various reasons (e.g. they might want to upgrade or update their qualifications or catch up on qualifications missed out on at school, etc.). Continuing training is also an instrument in important political spheres and other areas of application (e.g. labour market policy, in-company personnel and organisational development, regional economic promotion). With regard to funding, three important - though not clearly distinct - areas have developed in continuing vocational training:

- In the case of **in-company continuing training**, which is the most significant area as far as numbers go, enterprises are the providers of continuing training for their staff. They represent a source of demand at the same time when, for example, like most small and

medium-sized enterprises, they do not have an (adequate) continuing training infrastructure.

- The second largest area is that of **continuing training funded under the Employment Promotion Act**. This type of continuing training is primarily governed by the demand that the Federal Labour Office and regional labour offices have for training courses for the people they are sponsoring.
- The lion's share of the demand for **individual continuing training** comes from people attending courses offered on the continuing training market. These people come from all walks of life and they pay for the courses themselves.

Each area has developed its own supply and demand profile (see section 7.4 below).

A further characteristic of continuing vocational training is the **fragmentary nature of the laws governing it**. Firstly, the responsibility for continuing training is divided between the Federal Government and the *Länder*: The Federal Government is responsible for non-school-based (e.g. in-company) continuing training. Continuing vocational training conducted in schools (e.g. specialised institutes) falls under the jurisdiction of the *Länder*, however. Secondly, all matters related to continuing training, e.g. financial sponsorship or educational leave, are governed by various national and *Länder* laws.

Table 1: The legal foundations of continuing vocational training

Federal Government	*Länder*
- Vocational Training Act - Crafts Code - Employment Promotion Act - Industrial Constitution Act - Distance Learning Protection Act - Vocational Training Promotion Act	- School and university laws - Continuing training and adult education laws - Laws on educational leave (10 *Länder*)

Continuing vocational training is also distinguished by the fact that it is an extremely obscure market e.g. with regard to what courses are available and how good the training providers are. Furthermore, the conflicting interests of the social partners leave their mark on continuing vocational training as a whole. The consensus that is typical among the parties involved in developing initial vocational training is an exception rather than the rule in continuing vocational training.

Another important feature of continuing vocational training is its mixed financing. The costs of continuing vocational training are borne principally by enterprises, the Federal Labour Office, public funding and private individuals.

Table 2: Total expenditure on continuing vocational training in 1991/1992 according to how it was funded (in billion DM)

(1) Enterprises/Employers (excluding agriculture and the self-employed)	36.5 [1]
(2) Federal Labour Office Further training, retraining, job familiarisation (excluding rehabilitation and the integration of resettlers)	19.0 [2]
(3) Public funding (excluding the new *Länder*) (excluding promotion programmes, tax reductions and continuing training for the public service)	3.8 [3]
(4) Private individuals attending continuing training	9.8 [4]

Sources:
1) Weiß (1994)
2) Federal Labour Office (1993)
3) Federal Ministry of Education and Science (1993)
4) Federal Ministry of Education and Science (1994)

7.3 Access and continuing training attendance

The number of people participating in continuing training has soared over the last ten years. In 1991, around 17.2 million people took part in continuing training in Germany (37% of all Germans aged between 19 and 64). Of these, around 9.8 million (21% of all 19- to 64-year-olds) attended continuing vocational training courses. In addition, about one in every two Germans has taken part in some other form of continuing vocational training in the last three years, e.g. measures designed to promote learning at the workplace (quality circles, computer-aided learning, etc.). Participation in continuing vocational training is influenced by *motivational, socio-demographic and economic factors as well as general circumstances related to the type of work or the job* (Federal Ministry of Education and Science, 1993).

Motivational factors

Participation in continuing training ranges from voluntary to obligatory attendance. Half of those undertaking continuing training do so of their own accord, the other half are instructed to do so, particularly by their superiors.

Socio-demographic factors

- **Age**: After the age of 40, a steady decline in interest in continuing training sets in. Whereas 25% of 19- to 34-year-olds took part in continuing training in 1991, only 11% of those aged 50 or above did so.

- **Educational level**: The higher a person's scholastic and vocational qualifications are, the higher his interest in continuing training. Workforce groupings based on qualification levels show marked differences when it comes to continuing vocational training. Those who have not completed any initial vocational training are the least likely to attend continuing training.

- **Occupation and position in the labour market:** Attendance of continuing training differs greatly depending on a person's professional status. In 1991, the proportion of blue-collar workers who attended continuing training (16%) was far lower than that of civil servants (37%); the figures for the self-employed (26%) and white-collar workers (33%) were between the two.

- **Sex**: The proportion of women taking part in continuing training has steadily increased in the last decade: in 1991, 35% of women compared to 39% of men attended continuing training. The ongoing discrepancy in participation in continuing training among women is largely dependent on the women's jobs, their professional status and their vocational training.

Economic factors
Attendance of continuing training differs from sector to sector and according to the size of the employing enterprise. In 1991, the highest attendance rate was among civil servants (34%); in the private sector the attendance rates were lower: craft trades (20%), industry (25%), the service sector (27%). The size of an enterprise in which a person is employed also plays a role: in 1991, 33% of those working in large-scale enterprises (over 1000 people) attended continuing training, compared to 20% in small enterprises (1-99 employees).

General circumstances related to the type of work or the job
Continuing training is also influenced by general conditions at the workplace and in an enterprise; these include such factors as the availability of computer-aided equipment and machines at the workplace, the degree to which continuing training is institutionalised and organised in an enterprise and/or the transparency of the continuing training programme offered by the company (Kuwan and Waschbüsch, 1994).

Obstacles to continuing training
Employers and employees perceive the obstacles to continuing training and access to it differently. Employers stress the difficulties associated with giving staff leave as well as employees' lack of motivation and mobility. Employees raise the objection that their occupational and private commitments do not leave them enough time for continuing training. They also complain about a lack of counselling on continuing training (Alt et al., 1994).

Measures which facilitate access to continuing training

Regulations on educational leave
Collective agreements and legislation on educational leave help to make continuing training more accessible. At present over 200 collective agreements contain clauses on continuing training. These collective agreements can be divided into the following types:
- collective agreements and company agreements on educational leave for employees;
- rationalisation protection agreements ("Training instead of dismissal" in enterprises undergoing technical and/or organisational changes);
- collective agreements on training.

Rationalisation protection agreements and training agreements stipulate that employers meet the costs of materials and travel and give their staff leave for the purpose of continuing training. Agreements of this kind have been reached for various sectors as well as for individual large-scale enterprises. (examples of training agreements can be found in Section 4 below).

Legal regulations on time off work in the form of educational leave laws can be found in 10 of Germany's 16 *Länder*. They regulate the conditions under which employees can be released from work to attend continuing training while still receiving full pay from their employer. Most of these laws stipulate that employees may take up to five working days off per year. However, few workers make use of these educational leave regulations (two to three percent of those entitled to do so).

In 1991, 7% of all Germans aged between 19 and 64, or about 3.3 million people, were given leave from work to attend continuing training courses (Federal Ministry of Education and Science, 1993).

Throughout the Federal Republic of Germany, many other specific initiatives and ***measures to improve access to training*** are available to people who are unable to attend continuing training through a company or through their own efforts. Such assistance is targeted at e.g. poorly qualified employees, the unemployed and women returning to work. These supportive measures focus in particular on:

- building up continuing training advisory services and expanding the counselling provided to those who have not completed any vocational training and to other problem groups on the labour market and the continuing training market;
- developing and testing continuing training concepts for specific target groups among the employed and the unemployed;
- funding continuing training on the basis of the Employment Promotion Act as well as providing supplementary financial aid to specific target groups in several *Länder* in keeping with labour market policies;
- providing educational support and social care (participant supervision) during continuing training as well as assistance to reintegrate people into working life;
- strengthening "vocational learning at the workplace" in order to give unskilled workers and others an opportunity to attain the vocational qualifications they lack while remaining in employment.

A series of pilot projects have been conducted since 1984 with the support of the Federal Ministry of Education and Science "to provide vocational qualifications for adults who have not completed any vocational training or who are particularly threatened with unemployment". The results of these projects and the experience gained from them have been used to develop and carry out measures aimed at people with few qualifications. By attaining the vocational qualifications they previously lacked, people who have not completed initial vocational training (i.e. unskilled and semi-skilled workers) are able to improve both their position on the labour market and their social status. Within the framework of in-company continuing training, workplace-related types of continuing training (e.g. "lernstatt" and quality circles) open up new opportunities to unskilled and semi-skilled workers who are unused to education, so that

they can attain qualifications which will help them to keep their job. In addition to this, the Federal Government and the *Länder* promote the occupational chances of women through:

- special training programmes (e.g. girls in technical occupations);
- continuing training measures designed specifically to meet the needs of women with young children;
- continuing training for women returning to work after a lengthy interruption (usually for family reasons).

7.4 Courses on offer and providers of training

A striking feature in the area of continuing training is the large number and great variety of training providers. Continuing vocational training providers include:
enterprises (private sector and the civil service);

- state, local and public institutions (e.g. institutions of higher education, adult education centres and chambers);
- employers and trade unions (e.g. educational institutions of trade and industry, the further vocational training centre of the German Trade Union Federation and the training centre of the German Salaried Employee Union);
- professional associations and trade associations (e.g. the Association of German Engineers, the Association of Industrial Specialists, and the Federal Confederation of Industrial Master Craftsmen Associations);
- private institutions (commercial and non-profit-making).

The plurality of bodies providing training reflects the great variety of objectives, methods and programmes. It is likewise an expression of the pluralism within society and of the competition amongst training institutions. When it comes to numbers, enterprises/employers represent the most important group of training providers; 44% of continuing training participants attend courses provided by enterprises/employers and such courses make up one-third of the total volume of continuing training in Germany.
Other training organisers worth mentioning are private institutes (accounting for 12% of participants), professional associations (7%), academies and (specialised) institutions of higher education (5% respectively), chambers (4%), adult education centres and trade unions (3% respectively) and numerous other providers and institutions with market shares of less than 3%.

Each of the aforementioned continuing training segments has its own provider profile and programme profile.

In-company continuing training
In-company continuing training typically takes the form of short courses of updating training (up to one week in duration). Target groups tend to be commercial and technical personnel, management-level staff and skilled workers. The findings of a preliminary survey conducted by the Federal Statistical Office and the Federal Institute for Vocational Training in preparation for a Europe-wide study of in-company continuing training (to be carried out as part of the FORCE programme) have yielded the following profile:

- Almost three-fifths of all enterprises offer their staff training courses and/or seminars.
- Nearly all enterprises that provide continuing training offer their staff courses outside the company; large-scale enterprises are far more likely to provide in-house continuing training.
- Continuing training activities differ greatly from sector to sector. Virtually all banks and 90% of insurance companies offer their employees some form of continuing training. Only one in four enterprises in the hotel and catering trade includes training courses or seminars in its continuing training programme.
- Four-fifths of all enterprises use information sessions, learning at the workplace and self-regulated learning by means of distance learning, books, videos and computer programmes.
- Instruction through superiors is the most popular form of workplace-related continuing training. More innovative types of continuing training e.g. quality circles, exchange programmes with other enterprises, job rotation or "lernstatt" (learning teams on the shop-floor) do not play a major role in continuing training in enterprises as yet.

Table 3: The proportion of enterprises which organise training courses/seminars and other forms of continuing training

Training courses/seminars and other forms of continuing training	Enterprises as %
Total number of training courses/seminars	59
including:	
in-house training courses only	5
external training courses only	33
in-house and external training courses	20
Other forms of continuing training (in total)	82
including:	
information sessions	72
self-regulated learning	17
Workplace-related forms of continuing training (in total)	
including:	56
instruction by superiors (coaching and similar activities)	
job familiarisation for new employees	
job familiarisation following technical and/or organisational	41
changes	35
quality circles	30
job rotation	5
	4

Source: Federal Statistical Office/Federal Institute for Vocational Training (1994)

Continuing training sponsored under the Employment Promotion Act
Continuing vocational training financed on the basis of the Employment Promotion Act is mainly full-time extra-plant training that runs a medium length of time (4 to 12 months). This scheme covers updating and retraining courses as well as job familiarisation training. The principal target groups are the unemployed, those threatened with unemployment and people who have no vocational training qualifications. Applicants for promotion must meet certain personal requirements (aptitude, disposition, length of time they have been paying compulsory unemployment insurance etc.), the course must improve their chances on the labour market (i.e. it will be conducive to them finding a job fast after the programme) and the course must have been assessed and recognised by the local labour office as meeting the necessary quality standards.

The promotion of continuing vocational training under the Employment Promotion Act is conducted by the Federal Labour Office and its branches (regional and local labour offices). The Federal Labour Office does not usually run the training courses itself, however. It is more likely to make use of the courses offered by training institutions on the continuing training market (i.e. independent training measures). The labour offices also initiate and plan continuing training for labour market target policy groups if no appropriate courses are available. They then contract training institutions to conduct these courses for them. Special measures have been developed for the long-term unemployed (e.g. simulated business enterprises, practice workshops, and combinations of job creation schemes and training).

Most of the training courses commissioned by the Federal Labour Offices in 1992 were conducted by schools, chambers and employees' associations as well as private and commercial training providers. Apart from job familiarisation training, enterprises play a relatively minor role in this category of continuing training (Federal Labour Office, 1993).

Continuing training sponsored under the Employment Promotion Act is an instrument of labour market policy which has been used to great effect in eastern Germany not only to train the population but also to cushion structural and social upheaval during the transformation process from a planned to a market economy since German unification. The following table shows that the amount of continuing training conducted under the Employment Promotion Act in the new *Länder* has been cut back drastically in the meantime.

Table 4: Participants in continuing vocational training (further training, retraining and job familiarisation training) and the expenditure of the Federal Labour Office on continuing vocational training between 1990 and 1994

Year	Total no. of participants	in the new *Länder* (eastern Germany)	Total expenditure (bn. DM)	in the new *Länder* (eastern Germany) (bn. DM)
1990	672 592	98 561[1)]	6.5	0.2
1991	1 486 049	892 145	11.9	4.7
1992	1 462 222	887 555	19.0	11.3
1993	642 286	294 153	17.2	10.4
1994[2)]	226 824	107 270	6.4	3.1

[1)] September to December
[2)] January to June
Source: Federal Labour Office

Individual continuing training
Continuing training of this type usually consists of upgrading training which gives the participants additional qualifications on paper after they have sat a public or state examination. This type of continuing training typically lasts up to two years (e.g. training for technicians). Distance learning is a good example of such continuing training. Participants continue to work while doing the course and sit an examination at the end of their training. Participants pay the course fees and other expenses themselves.

Various steps are being taken to promote, expand and upgrade the continuing training offered in the various segments of the continuing training market. These include:

Continuing training marketing
Education marketing is an important tool for extending continuing training in small and medium-sized enterprises in line with the wishes of employees and employers. Education and continuing training marketing means that training providers first of all have to open up the continuing training market for the staff of small and medium-sized enterprises. Before they can decide on a programme, they need to establish just what the actual needs of small and medium-sized enterprises are and how aware the decision-makers are of these needs. Continuing training marketing therefore encompasses a wide spectrum of services which training institutions provide to enterprises including e.g. identifying their training needs, developing learning materials and moderating over group learning processes.
Continuing training marketing has proved to be a successful strategy for extending the range of continuing training for the staff of small and medium-sized enterprises. This strategy has been developed and tested in pilot projects.

Planning and decision-making aids
A series of checklists containing planning and decision-making aids for enterprises is a further way of helping small and medium-sized enterprises improve, tailor and expand the continuing

training they offer their employees. These checklists are a self-help means of enhancing market relations between small and medium-sized enterprises and external training providers and they support the goals of continuing training marketing.

Collective agreements
A further attempt to extend the range of continuing training available to employees at all levels of small and medium-sized enterprises can be found in the collective agreements between the social partners ("collective agreements on training" - see Section 3 above). These agreements contain elements (e.g. annual inquiries into qualifications and training needs, educational leave for employees) which (can) help to broaden the range of continuing training on offer. These include, in particular:

- an annual **inquiry into the qualifications and training needs** of staff (e.g. the 1988 General Salaries and Wages Agreement I for the North Württemberg/North Baden metalworking industry);
- a clause obliging employers to **offer** their employees a minimum amount of **continuing training** per annum (e.g. the 1989 collective agreement on work-related continuing training for the heating, air-conditioning and sanitation technician trades);
- a clause **entitling employees to take annual leave** to engage in continuing training if they wish to do so (e.g. the 1987 general agreement for the Berlin book trade).

Promotion programmes
In addition to the above, there are various promotion programmes funded by the Federal Government, the *Länder* and the EU designed to promote continuing training such as:

- the promotion of continuing vocational training in extra-plant training centres and in other continuing training institutions;
- train the trainer programmes for training personnel and other staff involved in vocational training (including continuing training personnel) in the new *Länder*;
- training programmes for management-level personnel and skilled workers employed in small and medium-sized enterprises.

7.5 Demand and planning

Continuing training planning and continuing training programmes are generally the responsibility of enterprises and training institutions.

In-company continuing training
About 25% of all enterprises engage in explicit planning (including surveys on demand and evaluation) for their continuing training. Most companies do have an annual plan for their continuing training activities, however. Only larger companies have medium-term concepts.

An annual inquiry into employees' needs for qualifications and training is regulated in individual collective agreements (see section 7.4 above).

The size of a company is the single most important factor when it comes to the planning and organisation of continuing training. In smaller enterprises it is almost always the owner or the managing director of the company who takes care of planning matters. If an enterprise has more than about 500 on its payroll, it needs to dedicate one position to continuing training.

Only large-scale enterprises (more than 1000 employees) have a separate department for continuing training. Large enterprises regulate their continuing training decentrally.

Continuing training sponsored under the Employment Promotion Act
When planning and assessing the general need for continuing training to be funded under the Employment Promotion Act, regional labour offices rely on the knowledge of the labour market held by the enterprises and training institutions with which they cooperage. They also draw on the various findings and information on occupations acquired in the course of vocational training research, research into the labour market and occupations, and sociological research on work and industry. The Institute for Employment Research of the Federal Labour Office regularly checks the progress of those who have completed programmes under the Employment Promotion Act. This information then forms the basis for the Labour Offices's planning and decisions on what to promote. Other important planning parameters for continuing training under the Employment Promotion Act are determined by the budget allocated by the Federal Labour Office. Individual and labour market demand for continuing training is restricted by the financial resources available. Time and time again this leads to a stop-and-go promotional policy which is unsatisfactory for all concerned.

Individual continuing training
Upgrading training of long-term value (see above), which is self-financed to a large extent by those members of the workforce interested in education, is generally geared towards state or public qualifications (e.g. master craftsman, technician, business economist) which allow individuals to advance to medium-level and higher-grade positions. Those offering and those seeking this type of continuing training are reacting to the partly expanding demand for such medium-level qualifications, a trend which is likely to remain stable both in the medium- and long-term. Surveys on the demand for these qualifications are conducted in conjunction with the development and reform of further training qualifications (Alt et al., 1994).

All decision-makers (enterprises, state, promotional institutions, individuals) have diverse informational, counselling and orientation aids at their disposal such as:
- counselling services and data banks (on what continuing training is available);
- statistics on continuing training and the findings of surveys tracing the professional development of persons with specific occupational profiles (e.g. regular reports on continuing training, surveys conducted by the Federal Institute for Vocational Training/Institute for Employment Research);
- forecasts and projections on future developments in demand (qualifications, labour).

Quality assurance
Many activities, quality standards for training offers and training providers need to be defined and assured in practice. What is meant are instruments to assure quality which have been developed on the basis of legislation and which embrace legal standards (e.g. registration of distance learning courses on the basis of the Distance Learning Protection Act). A series of market-orientated instruments and procedures to improve and assure quality also exists (e.g. checklists which those interested in education can use to assess the offers on the market).

In-company continuing training
At the heart of in-company continuing training are the efforts of many enterprises to have their education and training work certified within the scope of a comprehensive concept of quality management and quality assurance in accordance with DIN ISO 9000 ff.:

- The management systems of provider organisations are certified, not persons or programmes.
- Quality is understood to be customer-orientated requirements which the management of an enterprise establishes as quality standards within the framework of its quality policy.
- Quality assurance refers to the process and the instruments used to construct a "product"; a training organisation's ability to produce quality is certified in view of its own self-defined, market-orientated quality standards.
- Instruments of quality assurance include handbooks and manuals containing everything from procedural and work instructions to didactic concepts.
- Certification is carried out by institutions which are independent of the training providers and which are themselves accredited by the Association for the Accreditation of Training Providers (TGA).
- Certification is granted over time on the basis of external audits; internal audits are necessary as a way of continuously improving - as a formative evaluation - the quality assurance system.

Quality assurance in accordance with DIN ISO 9000 ff. is an important step towards the development of a customer-orientated, holistic corporate philosophy in the sense of "Total Quality Management" (TQM). Only a few certification offices in Germany have experience in certifying "continuing training" services. The umbrella organisations of trade and industry (the Federal Confederation of German Employers' Associations, the Association of German Chambers of Industry and Commerce, the National Association of German Skilled Crafts) have therefore joined forces with the Wuppertaler Kreis, a provider of continuing training, to establish their own certification organisation to promote and certify quality assurance systems in vocational training (CERTQUA) (Sauter, 1994).

Continuing training sponsored under the Employment Promotion Act
The Federal Labour Office has independent instruments at its disposal for checking and assuring the quality of the continuing training it sponsors under the Employment Promotion Act. At the heart of the quality standards are criteria, i.e. requirements that the programmes and training providers need to meet which are checked by the labour offices before the programmes are promoted. These criteria have been laid down in Article 34 of the Employment Promotion Act as prerequisites for promotion and include e.g. the length of the measure, the organisation of the curriculum, the teaching methods, and the training and professional experience of the management and training staff of an institution. To assure and maintain these standards, internal checks are conducted by the training institutions themselves (participants are asked to fill out questionnaires during the programme and documentation is kept on the success of the measure after the programme is over) and external checks are conducted by test teams of the Federal Labour Office; the latter ensure that the contract conditions are adhered to during the measure. The standards and procedures of continuing training promoted under the Employment Promotion Act are scrutinised, amended and modified regularly.

Individual continuing training
The segment of individual continuing training has vastly different quality assurance mechanisms. Some parts of this sub-section fall under the state education system (specialised schools). Their further training qualifications awarded on the basis of the Vocational Training Act and the Crafts Code provide for independent public standards of professionalism.
Individual continuing training is also the classic realm of consumer protection regulations. This includes above all state-guaranteed distance learning quality standards. The quality assurance of distance learning courses is monitored within the scope of a state registration procedure governed by the Distance Learning Protection Act. This procedure is operated for the purpose of consumer protection. Thus, distance learning contracts are checked (e.g. cancellation and right of termination clauses) as is advertising and information material to ensure their credibility. In addition, their contents are examined on the basis of various criteria to assess whether the presented objectives can be achieved with the material covered by the course.

Improving consumers' autonomy is also a form of quality assurance in the sense of consumer protection. These activities primarily include checklists for assessing programmes and training providers to be used by those interested in furthering their education (Federal Institute for Vocational Training, 1991) and systematic comparisons of training offers compiled by consumer protection institutions (Stiftung Warentest, 1992).

Certificates as a contribution to quality assurance
Qualifications which can be used on the labour market and are certified accordingly go a long way towards assuring quality for continuing training participants and employees. The overwhelming majority of continuing vocational training measures do not lead to either a final examination or a certification of what has been learnt. Only 18% of those who participated in continuing training in 1991/1992 received a certificate from the institution providing the training and only 10% were awarded a state-recognised diploma (Janssen and Stooss, 1994).

The spectrum of possible continuing training diplomas includes, in addition to certificates of attendance, certificates,

- from individual training providers/establishments;
- from municipal providers of training (adult education centre certificates);
- from branch-specific educational institutions (e.g. in trade, banking, savings banks, insurance);
- from interdisciplinary special-purpose associations (e.g. the REFA Association for Work Studies and the German Association for Welding Engineering);
- based on public examinations (e.g. German Chambers of Industry and Commerce examinations on the basis of Article 46 of the Vocational Training Act);
- of state recognised qualifications (e.g. technician, business economist, health and social service occupations).

Since every provider of continuing training can award certificates, consumers are now confronted with an utterly confusing certification market.

7.6 Conclusions and further developments

Cost-benefit orientation
The growing demand for continuing training and the unbroken high motivation of a large section of the working population to engage in continuing training give every reason to expect that continuing vocational training will expand in the future. However, the increasing pressure on all financing bodies (enterprises, the state, individuals, promoting institutions) to limit spending will force them to scrutinise the cost-benefit ratio of continuing vocational training more thoroughly than in the past. Enterprises and training providers are also stepping up their efforts to develop an efficient system for evaluating continuing vocational training.

Transparency
With more emphasis being placed on cost-benefit ratios, the entire complex of educational work needs to be given a more professional basis (e.g. with the help of systematic demand analyses and efficient evaluations) and the overall continuing training market has to become more transparent for potential participants and training providers. The continuing training market is still characterised by a bewildering conglomeration of courses, and this stands in the way of any decision-maker seeking to take purposeful action. Preparations are in progress for gathering Europe-wide continuing training statistics in a Continuing Vocational Training Survey within the FORCE programme. Such statistics will help not only to throw light on the different continuing training systems in Europe but also to provide more clarity at national level. More and more people are coming to the conclusion that a lack of action on the part of the state, whose role in continuing training is a subsidiary one, is warranted only if a solid basis of data is available.

Regionalisation
The numerous regional activities in recent years document a trend towards regionalization in continuing vocational training. At the same time, the local and regional level of action is considered by all involved in continuing training to be the most important level at which to operate. A regional approach makes it easier to overcome the barriers between different political fields. Continuing vocational training can be used in conjunction with labour market, social and economic policy measures. A concentration of efforts in this way is an important precondition for combating unemployment, for example.

Quality assurance
The various attempts being made and steps being taken to improve quality assurance in all areas of continuing training are an indication that even in the "youngest" educational sector, standards to professionalise educational work are being developed and guaranteed. Despite these welcome efforts, individuals and small and medium-sized enterprises in particular are still very insecure when it comes to choosing and investing in continuing training since the risk of making a wrong decision is still high. The beginnings of quality assurance - which are partly in their infancy - must be continued and consolidated, especially under the aspect of consumer protection. This also means that employees should be able to obtain common labour market qualifications that are confirmed by state-recognised certificates.

Professionalising training personnel
A key factor in the quality of continuing training is the quality of training personnel. Continuing training educationalists are a heterogeneous group with differentiated tasks (e.g. educational managers, trainers, lecturers, instructors, counsellors). The professionalisation of both in-company and extra-plant training personnel - a task hardly begun in some cases - needs to be supported. Innovative continuing training represents the most important means to upgrade the professional qualifications of full- and part-time teaching staff.

Raising the status of vocational training and education to that of general education
Vocational training qualifications and certificates still do not entitle those who hold them to the same "benefits" enjoyed by those holding qualifications and certificates from the general school/academic system. Qualifications gained in particular through continuing vocational training and/or occupational experience still play a minor role in e.g. gaining access to institutions of higher education. Staff with vocational qualifications rather than academic qualifications still do not have enough in-company career options open to them either. Given this situation, initial and continuing vocational training need to be expanded into a system which opens up more career opportunities and provides direct access to universities.

Co-operation and joint training: "dualizing" continuing training
Workplace-related continuing training is growing in importance. In many cases, learning processes are being integrated into new types of work organisation (e.g. teamwork). Continuing training is becoming an integral part of personnel and organisational development. At the same time, numerous large-scale enterprises are moving their continuing training departments off-site and structuring them as legally independent profit centres. This applies in particular to standard course and seminar programmes. These trends - increased learning at the workplace on the one hand and training courses being moved off the premises on the other - are a prerequisite for new forms of co-operation and joint training that combine the expertise of enterprises and external training providers in the sense of "dualizing" continuing vocational training. Many training providers are interested in interlinking educational consultancy and educational organisation with management consultancy and organisational development.

Distance learning and open learning
Learning processes in continuing training can take place at various training venues and make use of numerous methods and media (learning arrangements). Distance learning in particular gives those in employment an opportunity to engage in continuing training parallel to holding a job. Since these courses are undertaken largely independently of a training provider, distance learning allows participants to structure their learning time individually and flexibly. Self-regulated learning may be expanded yet further by greater use of computer and telecommunications technology.

Social dialogue
The co-operation between the social partners and state institutions (triparity) is an important element in German vocational training. For a number of years, the social partners have constantly been at loggerheads on many important issues in continuing vocational training such as national further training regulations, upgrading the professional qualifications of continuing training personnel and compiling statistics on continuing training. More productive

social dialogue is needed to identify and implement practical solutions below the line of fundamental regulatory policy positions of "the market" versus "public responsibility".

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8. CONTINUING VOCATIONAL TRAINING IN GREECE

Nicholas Iliadis

8.1 Introduction

Education and training in Greece are oriented towards theoretical concepts rather than to the application of knowledge in real life situations. Continuing Vocational Training (CVT) is a relatively late, and small scale development, having as objective to improve efficiency and to develop flexibility according to contemporary needs.

The collection and analysis of data in relation to CVT in Greece, included among other things:

- A review of the available contemporary literature in relation to the education system, the system of vocational education, and the system of continuing vocational training.
- Study-visits to a variety of bodies, Ministries, organisations, private companies, professional associations, social partners, unions etc. During these visits, discussions were held with authorities and officials responsible for continuing vocational training in the various organisations (such as, educational officials, curriculum supervisors, vocational teachers and representatives from the work of Greek industries). In addition to this the visits were used to collect numerous publications and other relevant information sources.

The discussions as well as the analysis of the collected written information, aimed at delineating the extent to which the continuing vocational practices in Greece agree with the CVT policies, which reflect the current international emphasis on CVT. The analysis of both the objectives and the content of a variety of CVT programmes provided by a large number of bodies, was a basic element for this.

The existing legislation was also examined in relation to vocational training, and continuing vocational training in particular, in order to analyse its relationship with the promotion of international current training practices.

This chapter follows the structure determined by the steering group intended to generate a basic understanding as well as some basic conclusions and general guidelines for CVT policies in Greece. Among them are the following:

- A unified strategy regarding basic and continuing vocational training has not yet been formed in Greece and their importance as basic elements of the present-day production process has not yet been perceived.
- There is no clear-cut distinction between initial and continuing vocational training. Many bodies purportedly offering CVT are in reality offering initial basic vocational training.
- There is no mechanism for anticipating the needs of the economy and the objectives of the CVT accordingly.
- The demand for tertiary education which cannot be satisfied exclusively by the existing State Institutions of Higher education, combined with the lack of a totally organised system of basic and continuing training correlated with the changing needs of the labour market, results in the situation that most young people enter the labour market without having had any form of training.
- Presently, the Greek labour market shows a quantitative mismatch between supply and demand; in certain vocational fields the work force strongly exceeds the demand.

Moreover, qualitative problems have been observed with regard to their education and training.

- CVT is an institution which could make a particularly important contribution to a rational distribution and redistribution of human resources in Greece on all levels. But the general public has not become conscious of this potential nor have the suitable mechanisms been created.
- CVT in Greece is considered to a large degree not as a long term policy in relation to production and services, but as an instrument for facing unemployment and for absorbing funds.
- In spite of all deficiencies, a number of efforts have been initiated in Greece, promoting continuing vocational training on the basis of the study and assessment of the needs for specialised personnel in some sectors of the economy.
- Bodies wishing to play a significant role in continuing training, orient themselves toward modern high-level technological sectors, and management studies. However, these programmes on contemporary issues are necessarily addressed to people already highly educated, while the majority of the working force is lacking the benefits from continuing vocational training. The majority of the Greek working population is characterised by a rather low level of educational qualifications. From the workforce of approximately 3.6 million people, 60% has completed or attended some primary education and 25% are Lyceum graduates with no vocational qualifications. Most of them work in small family enterprises, which most need modernisation. However they lack the knowledge and information as well as the resources which are necessary to make long-term investments.

There is a need in Greece for a general co-ordination in relation to CVT and particularly for the (large scale) development of the ability to plan, implement and control vocational activities in relation to the intended outcomes. This co-ordination must not only ensure technical skills but social and general ones as well. The State has to provide information, assistance, and incentives for the application of suitable practices leading to social and economic development.

Actions must be carried out on a tremendous scale to inform the general public and the workers about the role, the need, and the significance of Continuing Vocational Training, as well as about its potential positive contribution towards changing workplace structures, and increasing productivity and competitiveness.
The promotion of a suitable system of values and the familiarisation with contemporary concepts of the free market economy seems to be necessary for the Greek workforce in the framework of continuing training in this period of rapid changes and developments, since there is a strong tradition for the people to prefer employment within the public services, because of job stability, which however offer rather low incomes and do not operate in a competitive way. Additional problems concerning the non-participation of large sectors of the population in this training-economy framework, arise from regional disparities.

8.2 The Main Characteristics and Features of the CVT system and Concepts Within the Member States.

In Greece, CVT is generally carried out by a set of bodies, Ministries, services, organisations, professional chambers and private companies, and is intertwined with basic training. It is difficult to characterise the field of CVT in Greece, which does not have a legislative framework, and which can, in no case, be considered an organised system.

The non-formal training programmes provided by various bodies such as the ones mentioned above, could be considered continuing training programmes. However, in the case of these programmes too, it is difficult to distinguish whether the training provided is basic or continuing training. The distinction between initial and continuing vocational training is not clear in Greece.

In any case, the disparity between the training provided by training bodies and the actual (qualification) needs of the enterprises -which in addition have little jobs to offer due to the economic recession- is widening. A large number of continuing training programmes is carried out by bodies using European Community Subsidies mainly for the purpose of fulfilling short-term needs as well as for dealing with unemployment.
In general, neither the needs which must be fulfilled in the labour market nor the objectives that training programmes must meet and the extent to which investment in a particular training programme has paid off, are determined systematically.

The whole system of further education and training in Greece is only in its infancy. Numerous initiatives are developed in an uncoordinated way for the purpose of resolving problems and filling educational vacuums, since basic technical vocational education is unable to monitor the changing conditions in the labour market. Continuing education and training mainly endeavours to remedy problems that already exists.

In spite of its weaknesses, the uncoordinated continuing training offered by the variety of bodies, appears in some way to monitor developments with regard to the economy, labour organisation and new technologies, as well as the needs of certain target groups. In this framework, its contribution to the development of both workers and workplaces, is a positive one.

There is no wide consciousness of the need for and importance of continuing education and training as a means for economic modernisation and development of the labour market. Economic policy and training policy are practised independently and training programmes do not serve pre-planned economic objectives.
This is partly due to the fact that up to the present day, the basic feature of the Greek educational system has been the lack of pragmatic elements and the predominance of the classics and the literary element. In Greece, the "natural economy" did not require education to be differentiated from classical education and prepare a specialised labour force for production. Only recently (1957) were efforts directed towards technical-vocational education. However, the road to technical/vocational education is still considered to be "a road to failure", in the framework of the intense academic orientation of the education system

in combination with the low qualitative level of technical-vocational education it provides and the lack of response in the labour market.
As a result of the strong academic orientation of the educational activities in Greece, a general observation is that even the training and further education programmes that are being carried out, have -in line with tradition- a general character and mainly refer to the secondary and tertiary sectors. These programmes cover sectors such as marketing, management, administration of production, new technologies and information technology and do not show a strong correlation with real life situation. Hence, continuing training programmes are aimed mainly at the more educated people. However, even the potential of the educated people is not employed suitably, because the Greek work environment operates on a low level. According to IRDAC (1991), the present Greek economy does, in general, not need highly-educated workers, and this has implications for its competitiveness.

The financing of private Greek enterprises for carrying out personnel training programmes, depends on and is controlled by the Manpower Employment Organisation, which belongs to the Ministry of Labour. This Organisation evaluates applications from private enterprises and distributes community subsidies accordingly. The financing is covered by the European Social Fund and the Public Investment programme. The enterprises in question contribute to the implementation of the programme.
Since the available resources are not sufficient for financing submitted applications, the Manpower Employment Organisation established some criteria in order to be able to make a rational choice. These criteria form a grading scale, that determines both the amount of funding and the participation (or not) of the enterprises in the programme.

In addition to the large number of public and private bodies informally involved in Continuing Vocational Training, various private educational consultants have also been in action in an attempt to organise training programmes and render relevant services to interested enterprises.

Continuing vocational training outside the educational system, today in Greece exceeds the existing needs of the labour market and is unevenly distributed. In most cases, it is addressed to groups already having a vocational training, and neglects a large part of the population whose competitive potential is reduced in a market becoming all the more competitive every day.

The state, which both finances and provides continuing training programmes, is trying to reduce the level of unemployment. In general, CVT in Greece is a subject mobilising all social partners for different reasons.
Policy discussions on the subject of CVT are focused on the development of systematic and appropriate approaches, capable of preventing unemployment, promoting development and structural changes, contributing to the modernisation, transfer, and dissemination of the required technology, and, at the same time, engaging suitable teaching personnel and training procedures and associating training with economy and general development.

According to proposals, various factors should be studied such as, the evolution of economic indexes influencing the labour market, the education system and the 'produced' and required manpower in connection with the specific characteristics of the Greek economy and education system as well as the influence of Community Policies and the international economic

environment. In addition, CVT must be incorporated effectively in a transparent framework and in a way that will guarantee certain advantages.

8.3 Access and Participation.

Basic initial training is provided mainly by the Ministry of Education in Technical Lyceums, Technical Vocational schools, Unified Comprehensive Lyceums, Vocational Training Institutes, and Technological Education Institutions which are part of the tertiary education.

Basic training in certain specialities is also provided by other Ministries such: as the Ministry of Health and Social Welfare for clinical specialities; the Ministry of Maritime Shipping for specialities regarding maritime shipping and the Ministry of National Economy for professions related to tourism. Furthermore, the Ministry of Labour provides, via the Manpower Employment Organisation, training on various specialities in the form of apprenticeship.

Apart from this basic and official type of training, various bodies such as, Ministries, public and private organisations, private centres for liberal studies, private enterprises, chambers of commerce, scientific associations, employers' and employees' organisations and banks, provide unofficial training which may, depending on the programmes' content, be considered as either basic or continuing training.
This type of training is not co-ordinated by any public institution; neither have specifications been established for the implementation of such training programmes, nor is there an established procedure for the recognition of degrees or qualifications.

By the Act 2009/92, the Organisation for Vocational Education and Training was recently established with the aim of providing post-secondary training. The tasks of this Organisation concern the study and assessment of the needs for specialised personnel in each sector of the economy, in collaboration with other competent bodies, such as the Association of Employees and the Association of Employers. In addition to this the Organisation for Vocational Education and Training has the task to organise and operate the Vocational Training Institutes throughout the country -for which the Ministry of Education will be responsible-, to determine the curriculum at the State Vocational Training Institutes and the supervision of private Vocational Training Institutes, etc.

For admission to State Vocational Training Institutes, for which students have to pay a limited fee, certain selected criteria are applied. Since the initial vocational training at Technical Lyceums can nowadays only provide "starting qualifications", the Vocational Training Institutes have the objective to provide further specialised training according to the needs of the market. However, this is not a continuing type of training.

The Manpower Employment Organisation which runs under the Ministry of Labour, is responsible for the evaluation of the relevant applications in accordance with established criteria and for the distribution of Community funds for the implementation of the training programmes, which private enterprises run for their own personnel. It is not possible to classify the unofficial and diverse continuing vocational training programmes on offer, within the framework presented above. There are no data available concerning the number of

participants in the various forms of continuing training programmes, provided by the multiple bodies. Given that the active population the of the country in the area of employment is 3.6 million, it is estimated that participation in various forms of continuing training programmes does not exceed 5% on a yearly basis.
Activities relative to CVT have not passed the stage of isolated experiences, and are still far from being integrated in a unified framework or capable of meeting needs such as prevention of unemployment, reintegration in the place of work, professional advancement or (re-)specialisation in correspondence with the needs of the production system. Only a small percentage of the working population benefits from the opportunities provided.

The Manpower Employment Organisation, provides training for the unemployed, for people who haven't been trained in any speciality and re-training in some other related speciality for those whose professional activities are not in demand in the labour market. The Manpower Employment Organisation provided training to 7.377 unemployed people in 1987 and to 20.547 in 1988. It also is one of the main bodies providing training and job positions to disabled people and it funds a number of special establishments throughout the country in order to cover the training needs of disabled people.

There are no legislative regulations concerning the rules of access to the various CVT programmes. Some possibilities are given to employees to attend training programmes while they are working in the public sector and in public organisations, in banks and to some extent in private enterprises. However, nothing is legislated and the implementation of training programmes depends on decisions made by the administration. Access to these programmes is not legislated either and the employees' rights to attend training programmes is not clear. Employers and employees discuss these matters.

There are no data allowing the classification of employees participating in CVT according to age, sex, level of education, profession and according to whether they are working or unemployed. In general, highly educated people do profit most of continuing training programmes.

Of the population trained by Manpower Employment Organisation, which can be perceived as the basic policy making organisation regarding CVT in Greece, 17% is younger than 25 and 83% over the age of 25, while 49.3% of the participants is male and 50.7% female (data refer to 1990).

The data in relation to seminars carried out by the Greek centre for productivity in the period 1987-1990 reveals that the participants in these programmes, already possessed high vocational qualifications. Approximately 50% in average of the participants during this period were business or organisation executives and another 30% were graduated from the university or technological educational institutions.

According to research carried out by the Technical Chamber of Greece (1993), 377 training programmes for engineers have been carried out in the period 1985-90, of which 310 were subsidised for the participants. Out of 9,748 engineers who showed interest by submitting an application (the Technical Chamber of Greece has approximately 50.000 engineers as members of all specialities), 9362 participated in these programmes. There were no selection criteria.

The research of the Technical Chamber of Greece indicated that in an age of technological explosion, the basic reason for the implementation of training programmes (87% of the answers) concerned the solution of the professional problems of engineers such as unemployment, employment in other professions due to insufficient employment in their own speciality or prevention of unemployment. This picture reflects the statistics demonstrated by IRDAC (1991), according to which educated individuals face greater problems in being absorbed into the low operating level of the Greek work environment.

In general, there are no specific criteria regarding the access to different types of continuing vocational training. The State, and each organisation within the broader public sector use their own criteria depending on the specific case. Enterprises in the private sector choose participants on the basis of their immediate needs. The centres of liberal studies provide training in various fields, which however is not recognised by the state and for which tuition fees are required.

People employed in the (rural) regions generally have less opportunities for access to CVT programmes than those employed in the major cities. However, the Manpower and Employment Organisation tends to evaluate the funding requests of regionally established and operating enterprises for their training programmes, positively. Depending on the specific location of the enterprise submitting the proposal, equivalent points are added to the candidature in question. Additional points are given to proposals submitted by enterprises located in the remote regions, in comparison with those located in the area of the capital. Areas presenting de-industrialisation are also highly graded.

Trainees who work in various enterprises and participate in training programmes co-financed by the Manpower Employment Organisation and the European Community, may not participate in more than one programme, during the same period. Some other restrictions in relation to access and participation exist as well. No one is allowed to participate in the programme under two capacities (e.g. instructor and trainee, or administrative personnel and programme supervisor). Trainees may not be trained for two specialities during the same year. Trainees should be employed at a regular and steady basis within their enterprise, except for the personnel of seasonal businesses, who may be employed for a temporarily basis. The enterprise must submit a solemn declaration about the number of people trained by Manpower Employment Organisation funds during the last three years. If this number exceeds the total personnel by 10%, the enterprise is excluded from the programme.
Employees do not have a legal right to take leave from their work in order to attend training programmes which may help them in their professional advancement. There are neither legislative provisions concerning the qualifications required by the bodies in order to carry out CVT.

The Manpower Employment Organisation applies, among other things, "rapid vocational training programmes", which are mainly intended for unskilled unemployed people and for employees who need supplementary training on behalf of further vocational advancement and integration according to the developing conditions in the labour market and the needs of the economy.

The Manpower Employment Organisation is also one of the main bodies providing vocational training and job positions to disabled people. The training of people whose disability does not prevent them from attending training programmes takes place in the educational units of the organisation, which, in addition to these units, has recently founded three vocational training schools for disabled people in the region. Disabled people can also attend programmes in special institutes and bodies collaborating with the Organisation.

CVT in Greece is mostly offered as a social service and is not heavily based on the demand side of the labour market, and therefore not perceived as a necessary product for improving the productivity or developing better marketable skills. Neither the working people nor production bodies have become broadly aware of the meaning of continuing training. The uncoordinated continuing training provided by a number of bodies, is not linked to needs of the workplace determined through scientific research or in other ways, nor is it integrated into the framework of a long-term training strategy. CVT appears to be more directed towards individuals of a certain educational level, and less to those disadvantaged with regard to qualifications.
The various differences in enterprise size, sectors and regions and the family character of the small and medium-sized Greek enterprises, creates additional problems as far as access to training is concerned. Big enterprises seem to be realising that the conservation or increase of competitiveness is a diverse/multidimensional effort. Apart from the production of low-cost products, it includes other, even more important factors such as quality, customer service through rapid and continuous deliveries and flexibility in terms of volume as well as the variety of new products to meet changing demands.
These may be achieved only by well-trained employees and a smart organisation of the work, in combination with modern control and production techniques. The increased realisation of this, along with the pressures created by competition, opens up new prospects and possibilities for access to training for a larger number of employees.

In general there is no discrimination as regards access to current continuing training programmes, especially discrimination against men and women.
Nevertheless, there are no continuing training programmes on a continuous basis which would give the opportunity to all interested employees to attend them and to acquire new knowledge and skills related to technological developments. Although no discrimination is observed as regards the choice of the employees who will participate in the training programmes, there are no mechanisms to ensure employee training in subjects valuable in the labour market, on a continuous and large scale basis.
CVT is, to a great extent, treated as a means of utilising funds, although its overall contribution towards changing work place structures, increasing productivity, competitiveness and employee promotions, have not yet been analysed. In Greece it is difficult to deal with problems before they become apparent to many people, which means that any intervention before the trouble occurs will probably lead to no result. However, within this framework, attempts are being made to establish mechanisms that will provide quality continuing training for everyone.

8.4 Supply and Suppliers.

The non-formal or unofficial vocational education and training programmes -which in practice are difficult to be divided into initial or continuing vocational training-, are offered by a variety of bodies (Ministries, organisations, private companies, private "Centres of Liberal Studies") and in an uncoordinated manner; they appear to be part of the supply, mainly since they operate under subsidies, but are not directly linked to the needs of the economy and production, nor are they incorporated into a unified organic whole.

Questions such as, how these programmes can be classified, how the resources that are allocated and the groups that benefit of them can be assessed, how can the relation between funding and educational outcomes be analysed and how to distinguish between initial and continuing training, are difficult to answer in a realistic way.

Various attempts have been made to incorporate training activities into a unified framework. The National Council for Vocational Training and Employment established by the act No 1836 in 1989, submits proposals to the Government concerning general guidelines for both vocational training and employment, related to strategies for general development. The National Council for Vocational Training and Employment is presided by the secretary of the Ministry of Labour and its members are representatives from various Ministries and competent bodies. The National council has subdivisions at the various regions and provinces of the country.

Recently, the National Institute of Employment and Vocational Training (act No 2150/93) has been established. The Institute includes among its objectives to finalise studies and formulate proposals in relation to policies for employment and training, to determine through research activities the needs of the market, to promote the social dialogue etc.

However, the supply of continuing training in Greece, can in no case be considered an organised system. Various chambers of commerce, the Hellenic Centre for productivity (ELKEPA) and private and public enterprises come closer to the concept of continuing training, but there is no institutionalised legal framework which would incorporate the relevant activities of continuing training and which would set characteristics and prerequisites.

The Institutions of Tertiary Education (Universities and Technological Education Institutes) do not provide organised curricula of continuing education. Seminars are held from time to time.

The uncoordinated CVT provided by a large number of bodies began to be developed as a result of exploitation of European Community subsidies in the framework of the implementation of the Community programmes for the development of human resources.

Previously, post secondary vocational training had been provided exclusively by the various private centres of liberal studies which ran a profitable business by exploiting the fact that there was no room for the overwhelming majority of Lyceum graduates in the institutions of higher education. Every year, 150.000 Lyceum graduates participate in the general examinations in Greece, competing for one of the fourty thousands (40.000) places available at the public institutions for tertiary education (Universities and Technological Education Institutes). Hence, each year 110.000 Lyceum graduates cannot be accepted in higher education and therefore have to look for another alternative; e.g. to study at a University abroad, to take an additional year at the Lyceum and participate at the general examination

again the next year, to enter at the labour market without any vocational qualification, or to study in a private centre of liberal studies developing hopefully some professional skills. The state does not offer any alternative educational or training solutions which would have helped to incorporate these young people into the world of labour and the society. The Institutions for Post Secondary Vocational Training, which have been established recently by the act 2009/93, attempt to offer a promising alternative for a number of these students.
In addition to this, the public education system, which is offering limited opportunities to the majority of the pupils, appear to be unable to mat contemporary needs, due to the changes in the way work is organised and the ever increasing need for new specialities.

Traditionally and up to the present day the basic feature of the Greek education system has been the lack of pragmatic elements and the predominance of the classics and the literary element. Only rather recently (1957) have efforts been directed towards technical/vocational education but in an 'old fashioned' way, emphasising early specialisation instead of developing a broad technological base providing mobility and flexibility according to future needs. Moreover, the awareness of the need for and importance of continuing education and training as a means of economic modernisation and further development in the labour market, is not widely spread amongst students.

In many cases where suppliers provide CVT concerning contemporary issues, the programmes are often (necessarily) addressed to people already trained in the form of seminars, thus creating even greater inequalities in the working population. The practices applied in Greece are still far from being an exploitation of the institution of CVT for a more general development of the working population.

Non-formal CVT programmes not integrated in a more general co-ordinating framework are provided by the following bodies:

- The Ministry of National Defence to commissioned and Non-Commissioned officers.
- The Ministry of Agriculture for the education of individuals in dairy-farming, cheese-making, floriculture and horticulture. In addition, education is offered by the Centres for Agricultural Education (of which there are about 60). Participants in these programmes are farmers, agricultural workers, middle management etc.
- The Ministry of Justice has schools for employees of correctional institutions.
- The Ministry of culture supervises schools of drama, dance, cinematography and music.
- The General Secretariat for Youth organises vocational training seminars for the purposes of providing to the trainees with current knowledge.
- The General Secretariat for Popular Further Education organises training programmes for special groups of individuals, such as illiterates, repatriates, Gypsies etc.
- The Ministry of Public Order runs schools for Police Constables, sergeants, Officers, Police Instructors etc. It also runs the Fire Brigade school for the education of Fire Brigade Chiefs and the teaching of foreign languages.

  The Ministry of Industry, Trade, Research and Technology supervises the Public Power Corporation, the Hellenic Organisation of Small and Medium Size Industries and Handicraft (EOMMEX).The Public Power Corporation offers intensive courses, to newly-hired individuals and undertakes the practical training of many Manpower Employment

Organisation and Technological Education Institutions trainees. EOMMEX, provides training in many traditional occupations such as rug-making, gold and silversmithery, etc. Its main objective is to offer the inhabitants of a region the opportunity to practice an occupation and thus reduce the tendency to migrade to urban centres. EOMMEX also provides training for enterprises, seminars for management executives etc.

- The Ministry of Industry also supervises the Hellenic Aircraft Industry, which provides constant in-company training to its technicians on matters of aircraft materials as well as to its management executives through seminars.
- The Ministry of Transport and Communications supervises a series of public enterprises like the Hellenic Telecommunications Organisation, the Hellenic Postal Organisation, the Hellenic Railways Organisation, the Athens Public transport facilities (Athens-Piraeus Electric buses and Electric Railways Company) the Civil Aviation Service and Olympic Airways (OA). All these enterprises provide education mechanisms for employees, who are about to occupy or are already occupying positions as administrative, economic or technical personnel.
- The Ministry of Maritime Shipping supervises the port officers corps (which runs the schools of Officer Technicians, Midshipmen and Non-Commissioned Officers on Probation), and the Piraeus Port Authority which runs vocational training schools for machine operators, dockers, and maintenance personnel for machinery and installations.

Training programmes are also implemented by other bodies, such as banks, the Association of Greek Manufacturers, enterprises, municipalities and communities. The training offered by the private "Centres of Liberal Studies" can be classified as non-formal training. These Centres, which mainly focus on youths who after graduating from General Lyceum fail to gain access to the Institutes of Tertiary Education, offer "non-graded" training in the sense that it does not lead to officially recognised degrees or occupations.
Worthy of note is the already mentioned CVT provided by the Hellenic Centre for Productivity (ELKEPA) which is supervised by the Ministry of National Economy. It runs three specialised Institutes, for respectively Management, Technological Applications, and Information Technology. The objective of the Centre, which was established in 1952, is to increase the productivity of the Greek economy. During the period 1987-1992, the ELKEPA programmes were attended by approximately 70,000 trainees; 40% of these trainees were executives in enterprises and organisations, 26% were graduates of Universities and Technological Education Institutions and 18% Lyceum graduates. These figures reinforce the viewpoint that training programmes mainly used by educated individuals and not at broad sectors of the population.

The Greek Association for Management of Enterprises established in 1962 is a non-profit organisations with the objective of disseminating, developing and promoting the principles, methods and practices of contemporary management. The Association has 400 enterprises and organisations as members and 2800 individual members, mostly being executives in higher and top management, businessmen, professors etc.
The Manpower and Employment Organisation which belongs to the Ministry of Labour, also offers a series of intensive initial and continuing vocational education and training programmes. At the same time the Manpower and Employment Organisation is the responsible authority for financing training programmes of private Greek enterprises. It distributes

community and national subsidies according to the evaluation of the applications of private enterprises.

The Technical Chamber of Greece, whose members are all engineers graduated from university, is a body with undeniable prestige in Greek society and the institutionalised technical adviser of the state. It has become particularly active lately both in providing continuing training to its members and in playing a broader role in meeting the imperative need to develop manpower and to pave the way for convergence, in accordance with the directions taken by the European Community. According to research performed by this Technical Chamber (1993), Greece is not able to fully employ the potential of its engineering population, due to the technological low level of its production and economy. These research findings reflect the problems of the Greek economy which is characterised by low productivity and inefficiency. Further education programmes for engineers are, according to this research, necessary in order to resolve the occupational problems for engineers (e.g. unemployment, underemployment) and to keep abreast of changing job contents and technological developments.
The State is the most important body and financier in the field of initial and continuing vocational training. The low participation of students in initial technical vocational education compared to general education, is reflected in the content of the CVT programmes.

The enterprises bear the responsibility of covering the costs of their training programmes, but can in turn ask the Manpower and Employment Organisation for financial support. The programmes approved for financing are covered by private contributions (about 30%), by the Manpower Employment Organisation (about 17,5%) and by the European Social Fund (about 52,5%). Since 1988 the enterprises are obliged to pay 0.2% of their total sum of salaries to the Manpower Employment Organisation, in order to cover their employees training expenses. The Organisation uses this sum to carry out training programmes. The 0,2% is reimbursed to the enterprises that actually undertake training programmes; the fact that in this case the 0.2% contribution is reimbursed is a strong incentive along with the disbursement of Community and State subsidies.

Economic incentives result from almost all selection criteria for the financing of training programmes by the Manpower Employment Organisation. Enterprises carrying out restructuring projects, facing problems because of their location in frontier areas or in islands or encountering problems of modernisation and trying to solve them by means of international co-operation, are favourably financed by the organisation. The implementation of training programmes creates a circle of interests (instructors, trainees or the enterprise itself, private agencies and companies aiding enterprises to carry out training programmes etc.).
The public sector has been taking relevant action. Tax exemptions are provided to people who are paying in order to get training leading to the acquisition of certain qualifications, but because of the low level of operation of the working environment it is not ensured that high level qualifications are required, and when there are vacancies there is rarely a lack of offers.

8.5 Demand and Planning.

No research and studies have been carried out as far as CVT is concerned, and specifically not around analysing needs and envisioning the vocational qualifications required on respectively a national, regional and co-operative level. These deficiencies in the sector of CVT demand the elaboration of a series of studies with a view to determining the type of training required in conjunction with the increasing needs of the labour market, throughout the spectrum of post-compulsory education and training in Greece, and the implementation of specific results arising from these studies.

The particular interest shown recently in implementing training programmes, mainly with a view to absorbing funds, has offered an opportunity for expansion, analysis and becoming familiar with the institution of continuing training programmes. In addition, continuing education and training has begun to develop and gain momentum in Greece, as a crucial element in the development of manpower and with a view to securing the requirements for convergence in accordance with the directions currently set by the European Union.

The non-balanced distribution of occupations resulting in the situation wherein, often highly specialised human resources are concentrated in branches where economic activity either is in decline or unequally distributed on a regional level, constitute a basic problems. A problem which requires large scale structural changes, that might rouse the demand for CVT, as well as various and fundamental studies regarding employment. However, the uncoordinated continuing training provided by various bodies, is not integrated into a framework of a long-term training strategy. Neither workers nor labour organisations have become broadly aware of the meaning of continuing training. This leads to the inability to plan and implement a training policy, in conjunction with the development of specific geographical areas and branches of the economy.

A large part of employees' training is carried out on an occasional and random basis and is not based on intra-corporate programmes adapted to each enterprises needs. Most enterprises haven't realised that employees' training should be considered as a continuous procedure for the development of manpower. In theory, training programmes aim at facilitating adaptation to new requirements. In practice, they do not constitute an overall continuous procedure towards that direction and they do not contribute effectively to the transfer and dissemination of modern know-how depending on the developments and requirements created by competition. General references are made to the connection of programmes with the economy and with the introduction of new technology. However, there are no planning methods connecting basic and continuing training with the vehicles of the production process, in accordance with the qualitative and quantitative needs of the labour market.

One positive fact that undoubtedly arises from continuing training in Greece consists of the developing trends resulting from influences coming from all directions, which even more intensively reinforce the re-orientation of the operation of human resources.
Furthermore, the programmes which are carried out, although they are not incorporated in an integrated plan in connection with economic, geographical and other parameters do not meet predetermined quality specifications, contribute however, to the creation of a receptive environment which allows for the implementation of changes. These changes are a prerequisite

for a further development of CVT in the future. In this sense, the programmes which are carried out, although they do not meet the required specifications, contribute greatly to the promotion of an attitude connected to the need for constant change, as a result of the technological changes occurring in the European and international product and services market. The development of a mentality related to changes and the gradual realisation of the concepts of geographical and vocational mobility of employees -as being basic characteristics of our times-, constitute elements which are developing inside these programmes. Changes in convictions, beliefs and habits constitute a prerequisite for the adaptation to European and technological developments.

Enterprises often complain that the education provided to their employees by the State, does not meet the needs of their services. An answer to this complaint is that enterprises actually should first identify their own human resources deficiencies as well as its causes. This is usually done roughly, unsystematically and on the basis of subjective viewpoints. Under these circumstances, it is difficult to draw up a rational and effective educational policy in relation to continuing training. Furthermore, in the continuing training programmes carried out in Greece, teaching generally tends to be based on the aims and methods selected by the body providing it, as well as on its abilities and not on the real needs of the target group for which training is intended.
In general, a market for educational programmes operating in accordance with the ascertained needs of customers, people and enterprises has not been created. The bodies providing CVT, offer, to a large extent, what they consider suitable.
In theory, these programmes should ensure specialised knowledge and skills which are directly applicable in production. However, many of them provide general knowledge with the aim of flexibility and adaptability, which should be the aim of basic training. In this sense, continuing and basic training overlap, and specialised knowledge cannot be provided.

Actions carried out to inform the general public and the workers about the role, the need and significance of CVT are limited or non-existent. Its overall contribution towards changing workplace structure, increasing productivity, competitiveness and employee promotions has not yet been analysed, in a way facilitating co-operation and planning.

No qualitative specifications for the planning and implementation of training programmes have been legislated. The Manpower Employment Organisation indirectly set certain qualitative specifications for the evaluation of applications from private enterprises for training programme subsidies. Such qualitative specifications are the connection of the proposed programme with the needs of the enterprise and its employees, the appropriate justification of the teaching hours proposed for the application of the programme, suitability of the training area, equipment and training staff. The aim here, is to ensure that basic objectives are set out for each training programme, that these objectives are closely linked with the needs of the enterprise intending to carry it out, that course material is linked to the programme's objectives and that suitable teaching methods, material and technical equipment are selected and the teaching staff is suitable.
According to a study by Dr. Bourandas of the Athens University School of Economics (1993), provision for high-level qualitative specifications for training programmes in enterprises is not consistent with the organisational structure and culture of Greek enterprises and public organisations. Their characteristics are not those required by new technologies and the current

modus operandi of the market. According to this study, top management rarely receives training, and power is exerted in a particularly centralist manner and not as a result of group co-operation for exploiting knowledge and specialisation of models and skills. Power is exerted intuitively, programming is confidential and often not as much a tool for effective communication and exploitation of manpower potential, but for "putting pressure" on subordinates. Organisational systems are either non-existent or under-used. Consequently organisation of training programmes, in such a way that they fulfil high-level qualitative specifications, presents many difficulties in the cases in which the before mentioned characteristics predominate. In general, no specifications for measuring qualitative specifications for CVT programmes have been institutionalised on a national or regional level because, as already mentioned, no specifications have been legislated.

Each body carrying out training programmes operates independently, both with regard to programme planning and quality assurance procedures. The lack of systems for measurement of qualitative specifications as well as of mechanisms relating the (monetary) resources used to the training outcomes, deprives these programmes of the potential to provide knowledge and skills which will be widely recognised; both officially and substantially. Therefore, they do not contribute to the development of healthy incentives for youth and adults to participate in these programmes.

Various enterprises, mainly "big companies" and more specifically the inter-corporate association, attempt to ensure quality in implementation of CVT programmes. They do so by monitoring corresponding practices in other countries, regarding both the curricula and the professional "profile" to be achieved by trainees in various specialities.

In Greece there is neither a 'National list' nor 'Statutory occupations', which include relevant descriptions of occupational activities. This fact leads many enterprises to adopt job "profiles" from foreign countries and to create relevant educational programmes. In addition to this, there is no system of certification in Greece, which could lead to recognition of certain occupational qualifications as a result of having completed specific CVT programmes. Some of the bodies which implement CVT programmes award certificates which describe the type of training trainees have received. However, these certificates are not deemed to refer to any particular level of education, nor are they officially recognised at a national level. Certain certificates awarded to trainees upon completion of training programmes of public bodies are taken into consideration on a case-by-case basis with regard to trainees career development.

One of the main deficiencies regarding the promotion of contemporary practices in relation to effective planning of CVT programmes and to quality assurance is the lack of suitable information intended for employees and the public with regard to both the pressuring need for continuing training created in our time for continuing training and the costs of *"non-training"* for enterprises.
Enterprises do not really appreciate the role of education and education is not regarded as an investment. It is a challenge for the State to change this mentality, as well as of the instructors, who have a difficult role. Instructors are called upon to aid in the introduction of new systems as well as new technology and methods. At the same time, they have a rather low position in the administrative hierarchy and are often considered a threat to administration, since their

knowledge and qualifications might reveal a lack of ability on behalf of the administration. Problems are also observed in connection with the employee himself regarding the creation of prospects for professional advancement through CVT programmes.

Activation in the framework of European Community programmes and the contribution of structural funds, has contributed to the creation of certain elementary contact-frameworks which however do not meet the requirement of rationally organised networks allowing the circulation of information and know-how. However, although the realised continuing training programmes open up new horizons, it can not be ascertained that they either lead directly to improvement of or operate preventively for the security of employees in the labour market, since a system for certifying the acquired qualifications is absent. Depending on the case, the realised training programmes provide the trainees with certain advantages which are not clearly specified.

About 98% of Greek companies are small or medium sized and offer about 65-70% of employment. These companies are financially unable to hire consultants to plan and implement CVT programmes within the framework of a long term strategy. This particularity becomes more apparent during times of economic recession for small and medium sized Greek companies, many of which are family-run. It is essential for these companies that co-operation will be developed for planning and implementing continuing training programmes. The Manpower Employment Organisation encourages such corporations with specific measures. However co-operation between enterprises for implementing CVT programmes is of a limited nature, as is co-operation with bodies in other countries and with educational institutions. This type of co-operation is mainly a characteristic of large enterprises.

The inter-corporate association, which meets the training needs of its member-enterprises, constitutes a substantial step in the direction of ensuring co-operation between enterprises on training matters in Greece.
Under the influence of a rapidly changing structural and technical European economic environment, the relation between production units of the country and the competence of its labour force requires increased public concern and planning. However, the ways in which the labour market is managed have not changed considerably in recent years. Planning for growth of human resources and managing change are not familiar concepts to the Greek market and to the public sector in particular.

There are not many examples of labour force growth and of adapting to technological advantages through organisational designs and systems and through closer co-operation among enterprises and educational institutions for the application of CVT programmes.
The large scale structural and economic changes, which the Greek market can expect, will arouse needs for continuing training to a great extent. It is clear that there is a need for less centralisation but social actors are not yet ready to plan and act towards this direction. Social partners should take their full responsibility for updating the Greek labour force according to contemporary requirements and in co-operation with educational institutions.

8.6 Conclusions and further developments

CVT is an institution which could make a particular important contribution to the appropriate distribution and further development of human resources in Greece on all levels. Approximately 30% of the Greek population, in average, is involved in agriculture, which is at complete variance with other countries in the European Community.

Many people support the view that, if further social malfunctioning, squandering of economic and human resources and distortions in the labour market are to be avoided, it is urgently required to study the overall development of human resources throughout the spectrum of post-compulsory education and training in tandem with the creation of the economic and educational preconditions and opportunities for smooth integration of the labour market into current demands and European perspectives.

In Greece there is a strong need to formulate long-term and short-term goals for each technical branch and vocation and determine on a broad basis the continuing education and training needed on all levels in correlation to the labour market and European perspectives.

The majority of the population works in the many small family enterprises in the agricultural and handicraft sector. These enterprises do not employ executives with a high level of education and are most in need of participation in modernisation processes. However, these enterprises lack the knowledge and information as well as the resources necessary to make long-term investments. Recent research conducted by the Technical Chamber of Greece (1993) revealed that 25% of large manufacturing enterprises do not employ engineers. With regard to the deployment of educated executives by smaller enterprises, the picture must be even more dismal.

The majority of University graduates and the better educated in general (60% of the workforce has completed or attended some primary school and 25% are Lyceum graduates with no Vocational qualifications) turn towards the so-called "broader public sector", because of better working conditions and job stability; however, their potential is not suitably exploited in this area. Moreover, in "public services " the salaries are rather low as are the productivity and incentives and the organisational and operational framework is out of date.

The obvious need for reorientation of the labour force in more productive directions and organisational schemes, will respectively develop needs for appropriate and effective continuing training programmes. Many issues are currently being reviewed in the human resource field by executives of large companies, education specialists, social partners, government officials, university professors, representatives of competent bodies etc. Among them are the required education and skills of the labour force, the development of production systems able to meet global market conditions, systems of performance incentives and the company's relation to local conditions and communities. Skills must not limited to the operation of machines or other practical matters. Skills of communication and teamwork also need to be taught in modern enterprises. The successful upgrading of a company and of its products or services can require remedial and advanced training for the entire workforce. Training which will expand the employees' knowledge and skills and enhance their involvement and their ability to make decisions and implement them in an effective way.

Data regarding participation in continuing training programmes in relation to participation, specifications, economic sector, sex, educational level, working status etc. are not available on a national or regional level, which could help to effective decision making in CVT activities.

No mechanisms are provided for the introduction and dissemination of technical knowledge: in the programmes being implemented efforts are made mainly to convey experience from the place of work by using experienced personnel as instructors. Because a large number of bodies -having no co-ordination among themselves- participate in providing further education and training, which at the same time is not integrated in a unified strategy, training policy is oriented toward a fragmented and case-by-case, short-term treatment of particular problems, and the systematic classification of forms of training provided is difficult if not impossible in practice.
Most programmes of CVT offered by various bodies are not carried out in the actual place of work, but in classrooms, in most cases with limited means. The following may be mentioned as general objectives of the continuing training provided :

- Basic education on subjects similar to the specialisation of trainees, or on contemporary subjects in general; this education is not directly tied to any specific economic and occupational needs of the place of work. This form of training contributes in a general way to the cultivation of human resources for the labour market.
- Implementation of programmes of basic or continuing training to fulfil mainly specific short-term needs of the bodies carrying them out. Some examples would be the education provided to bank employees, employees of large enterprises, of Olympic Airways, the Public Power Corporation, the Hellenic telecommunications Organisation etc. People at present employed by these organisations participate in these programmes.
- Support of special target groups (Unemployed, women, repatriates) with a view to integrating them in the labour market.
- Implementation of continuing training programmes by various Chambers and workers unions (e.g. Technical Chamber of Greece, General Confederation of Labour of Greece etc.) for the purpose of meeting both the general and the specific needs of their members.

The roles of the various partners in the field of CVT which creates a complex set of relations, remain vague and fluid. The absence of an instrument for the co-ordination, organisation, control and evaluation of CVT as well as for the rendering of advice and information and the creation of preconditions for the co-management of training by social partners is noticeable.

A framework of co-operation between social partners has not yet been institutionalised. Certain co-operation regarding CVT matters has been realised in the framework of exploiting the potential and the initiatives offered by Community programmes. The same motives apply for International co-operation.

Policy discussions on the subject of CVT are focused on the development of systematic and appropriate approaches, capable of preventing unemployment, promoting development and structural changes, contributing to the modernisation, transfer and dissemination of the required technology, engaging suitable teaching personnel and training procedures, associating training with the economic and general development.

Some more specific problems, which occupy specialists, state scientific bodies, social partners and professional associations on the subject of CVT are:

- Vocational training on new technologies in the framework of continuing training.
- Continuing Vocational Training as a means of preventing unemployment and as an aid for there-entry of unemployed people in the working place.
- The contribution of CVT to the development of life-long alternation of work and studies.
- Insufficiency finance.
- The adaptation of CVT to the development needs of the labour market. To a large extent, CVT programmes constitute today a repetition of basic training programmes for young people.
- Ensuring the appropriate pedagogic methods, processes and instructors' training. CVT especially of adults, should take into account the special difficulties encountered by people not having had any contact with the educational system for many years.
- The elaboration of suitable basic training programmes in order to pursure the general technological infrastructure required for specialisation by means of continuing training programmes depending on developments.
- The development of information networks concerning continuing training
- Preparing manpower for the changes and assisting it to adapt to these changes in the Organisation and the labour relations accompanying it.
- Determination of specifications for occupations at all levels and creation of a system of certification of professional workers and instructors. Development of a co-operation scheme between educational institutions and enterprises for continuing training of employees in accordance with the needs as they arise.

Many managers express the view (Management 1993) that what is wrong with productivity in Greece begins in school. The Greek school is pervaded by a traditional civil-servant mentality, which develops habits that prevent people from being interested in doing any actual work or in taking on responsibilities.
The main characteristics of the structure and culture of Greek enterprises and public organisations are opposed to modern requirements. Centralised structures, wide control, a paternalistic attitude and individualism of higher administration, intuitive decision - making, bureaucracy, are some of these characteristics.
Changes in convictions, beliefs and habits constitute a prerequisite for the adaptation to contemporary technological developments and practices. The lack of development of the educational service in enterprises is due to the objective incapability of this service to support the realisation of strategic aims on a competitive basis.

Human resource management is these days in Greece, largely about managing the recession. New technology is a constant warning of the dangers of dragging behind. The continuing trends towards global markets for a growing number of products and services, all put pressure on companies and on those making decisions. Additional pressure produces the fact that companies need to balance their own demands against the social and individual needs.

Innovation needs to be undertaken across the society as a whole and with the involvement of all people. Change is not easily implemented if it is introduced in a top-down manner. The

challenge is to mitigate the negative costs while maximising and sharing the benefits. The general shift towards skilled work suggests that a broad based system of education and training programmes will become more and more important.

The first step of action is greater awareness and understanding, gained through shared experience. Continuing training has a major role to play within this framework as a basic strategy for change for the coming decades.

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9. CONTINUING VOCATIONAL TRAINING IN IRELAND

Thomas Casey

9.1 Introduction

The following outline of Continuing Vocational Training (CVT) in Ireland is an abstract from the full National Report prepared and published under Article 11 of the Council Decision setting up the FORCE Programme.

The full National Report was written by Tom Casey in the period up to September 1993. It was prepared under the guidance of a small steering committee from the Planning & Research Division of FAS. It assembled written documentation from all the major actors in Irish CVT. This material was then supplemented by interviews again with all the main actors. These interviews were written up and returned for any correction necessary. The final National Report was then prepared and circulated to the relevant Ministerial Departments, Social Partners and the main Institutions and Agencies involved in continuing vocational training for final correction and clearance. It was then submitted through the Irish Technical Assistance Office of FORCE to the European Commission's FORCE Programme.

This chapter has been prepared by Katherina Doherty and Tom Casey of the CIRCA Group Europe Ltd. Readers are encouraged to consult the full National Report for detailed explanations of the roles, policies and operational programmes of national bodies and particularly for much more comprehensive statistics on continuing vocational training in Ireland (see annex 2 for full details).

9.2 CVT: Concepts and Definitions

Continuing Vocational Training (CVT) refers to work related training or vocational education undertaken after initial training and work experience. This definition focuses on the training received by those who are active in the labour market or those who are seeking re-entry through training. It does not include forms of adult education with self-development or leisure objectives. The report focuses on the enterprise sector of the economy, both public and private, rather than training in Government and State related non-trading activities.

The Irish Education & Training System

The education and training system can be divided into three major components: the Education System at primary, secondary and tertiary levels. The key institutional administrators and provider agencies are shown in figure 1. Primary education in Ireland lasts for eight years between ages 4/5 and 12/13. Most of the primary and second level schools are under religious patronage, funded primarily by the State. These have traditionally provided an academic, grammar-school, type of education. Vocational schools, in the second level education system, are funded by the State and run under the auspices of Vocational Education Committees. These comprise both elected (local authority) representatives, and educational / industrial personnel. Third level technological colleges consist of six Dublin Institute of Technology colleges, and ten Regional Technical Colleges. Much of the expansion of vocational education and training in both second and third level provision has been delivered through the vocational school and non-university sector. The university sector comprises four universities, with six constituent colleges. Two of these universities, University of Limerick and Dublin City University, have been awarded university status in the recent past, and have a strong technological and business orientation.

The Initial Vocational Training System is closely allied to the secondary education system and overseen by the Department of Education. The system dates from 1976 when the Department first introduced Pre-Employment Courses, which evolved into Vocational Preparation and Training (VPT) in 1984. VPT-1 lasts for a year and can operate either as a transition programme for those leaving the education system at Junior Cycle stage or as a bridge programme between the Junior and Senior Cycle. VPT-2, often referred to as Post-Leaving Certificate (PLC), lasts for up to a year and is generally entered by students after completing their Leaving Certificate examinations. In addition the Regional Technical Colleges and Dublin Institute of Technology provide technician and apprentice initial vocational training.

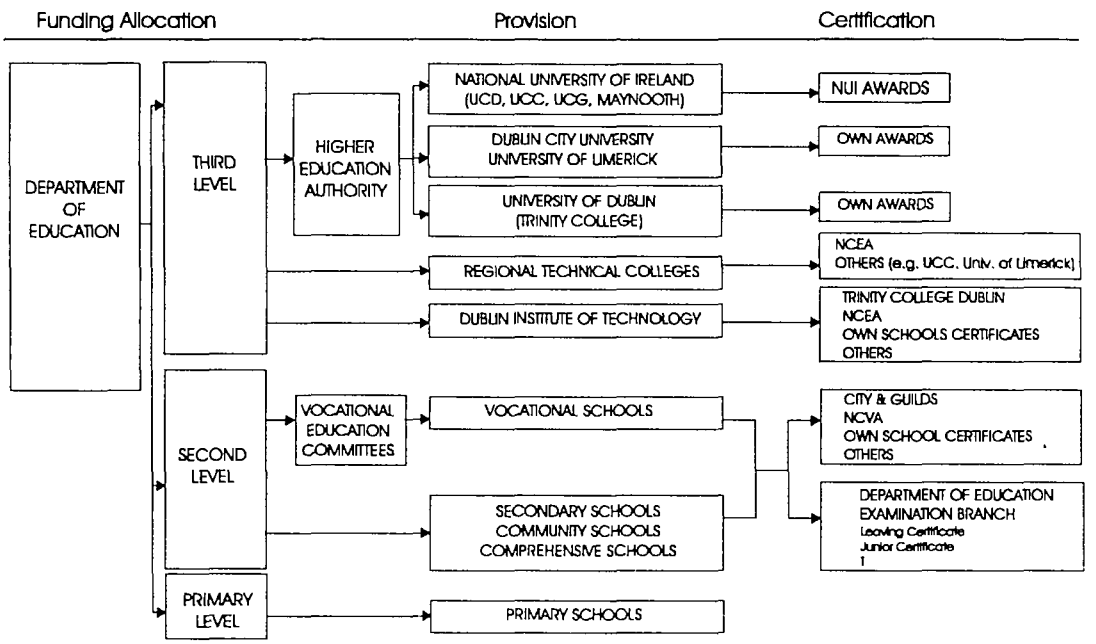
The Continuing Vocational Education System structured by a number of State Agencies (FAS, CERT, TEAGASC, BIM...) and largely co-ordinated through the Department of Enterprise and Employment.

Features of the Education & Training System

The Department of Education is responsible for almost all educational activity in Ireland. To date, no comprehensive statutory framework exists in respect of the Department's functions, or of the Irish educational system. Currently, a White Paper on Education is being produced and the Government intends presenting an Education Bill to the Irish Parliament, which will provide such a statutory framework.

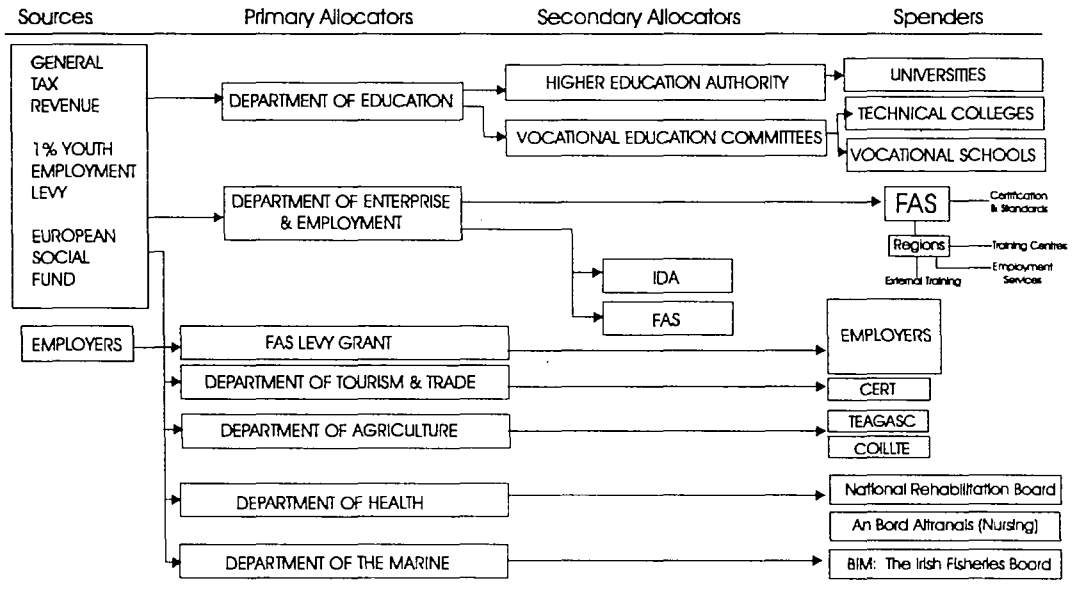
The Apprenticeship system has come under review following the Government White Paper on Manpower 1986. The National Apprenticeship Advisory Committee was set up to advise on the development of a new standards/competency based system of apprenticeship.

Figure 1
Main Administrative Agencies



CASEY 1993

Figure 2
The Provision of Continuing Vocational Training in Ireland



CVT in Ireland

There are three main sources of continuing vocational training provision in Ireland:

- Third Level Educational Institutions
- State Agencies
- Private and Community Sector Training

The main agencies involved in allocating and spending CVT moneys are shown in Figure 2.

Forms of CVT

Within the work force, the main forms of training are updating of employee skills and function broadening training (multi-skilling). Training for upgrading and training for a full change of occupation within a company are less common in Ireland. A second form of CVT is activation and reactivation training for those seeking to enter or re-enter the labour force. Examples include return-to-work training for females and rehabilitation training. A final category of CVT is training of the unemployed, co-ordinated and delivered by FAS and sector based State Agencies such as CERT in tourism and TEAGASC in agriculture. Such training may include updating and upgrading as well as Business Start-Up training.

9.3 Access and participation

Profile of the Labour Force

Ireland has a 1991 population of 3.52 million, a labour force of 1.334 million and a workforce totalling 1.125 million. The Irish dependency ratio (total population / work force) of 2:1 is the highest of all EU countries. Labour force participation of males is 70.9% while females is only 32.9%. Unemployment represents 15.6% of the labour force, and is predicted to remain at very high levels in the 1990-96 period, due to labour supply pressures (net migration, growth in female participation in labour force and entry of the 1970s 'population bulge' into the labour force).

Table 1 provides an outline of the highest level of qualifications possessed by persons at work and unemployed in Ireland in 1991. It indicates a relatively lowly qualified work force. Just half of all Irish workers in 1991 either possessed no formal education qualifications, or held only the lowest level of formal education qualification - the Junior Certificate. This is largely an age-related effect and provides support for the argument for training programmes aimed at the (very often long term) unemployed older, lowly qualified worker and parallel programmes for those in work to prevent slippage into near irrevocable unemployment. The table also indicates that the qualifications profile of the Irish work force is considerably higher than that of the unemployed population. The unemployed population in Ireland is characterised by a low level of formal educational attainment.

TABLE 1 Labour Force in 1991, Classified by Educational Level Completed

Educational Level	At Work		Unemployed		Labour Force	
	Number (000's)	*%*	*Number (000's)*	*%*	*Number (000's)*	*%*
No Qualifications	262.7	24.1	93.6	46.3	356.3	27.6
Junior Certificate	278.6	25.6	65.1	32.2	343.7	26.6
Leaving Certificate	329.4	30.2	33	16.3	362.4	28.1
Third Level qual	216.6	19.9	9.9	4.9	226.5	17.5
Other	2.4	0.2	0.5	0.2	2.9	0.2
Total	1089.7	100	202.1	100	1291.8	100

Source: Labour Force Survey

Financial, Legal and Policy Issues

National spending priorities for training are determined as part of the overall formulation of the National Development Plan, which, in turn, forms the basis for the negotiation of the Community Support Framework (CSF) for Ireland. Within this framework, support for over IR£ 1 billion from the European Social Fund was targeted at the development of human resources and training, for the period 1989-1993. The plan, itself, was based on the submissions of the social partners and other interested parties. The Department of Enterprise and Employment uses the ESF moneys to co-finance human resource development under a number of "Operational Programmes". They include not only initial and continuing vocational training but also employment incentives and other human resources related activities. The key human resource objectives of the CSF were stated as: - to ensure that the skill requirements of economic development are met by developing vocational aptitudes and imparting relevant skills to those seeking work; to encourage and assist industry and commerce to improve the skills and motivation of the existing labour force; - to ensure that enterprises have the necessary highly trained manpower to contribute to and exploit technological advance; to benefit from the opportunities of the Single Market by having manpower appropriately trained in business, marketing and language skills; and - to contribute to the process of job creation by encouraging entrepreneurship and self-employment and the creation of co-operative and community enterprises (Commission of the European Communities 1989: 12).

In 1991 The Programme for Economic and Social Progress (PESP) was agreed with the social partners and formed the framework for Government policy up to 1993. In training, the reform of the apprenticeship system was given highest priority, moving it from a time-served to a standards achieved basis and making the National Craft Certificate a compulsory requirement. The PESP made particular mention of providing opportunities "for ongoing vocational training for the existing work force in sectors undergoing technological change" and for female participation in non-traditional areas.

The Commission retained 5% of Community Support Framework funds for Community Initiatives. Three major initiatives related to training were EUROFORM (new training, qualifications and skills), HORIZON (training for the disabled and disadvantaged) and NOW (equal opportunities in employment and training). Each of these human resources programmes has a strong element of activities directed towards the support of CVT and increasing access for specific groups.

Legal

The following pieces of legislation have indirectly influenced access to and participation in CVT:

- The Worker Participation (State Enterprises) Act 1988 - provides the mechanisms in State Enterprises for employees to make known their views on continuing training policy and requirements.
- The Safety, Health and Welfare at Work Act 1989 - has given rise to a high level of continuing training for both Safety Representatives and employees.
- European Union Legislation, for example environmental legislation places requirements on both the private and public sector which often induces major additional training for new skills.

Qualification Requirements & Training Leave

At both the occupational and sectoral level, the legal requirements entailing qualified personnel for particular tasks are slight. Institutes and professional bodies promote good practice and provide certification and training, but do not have a legal or regulatory mandate. Some exceptions are the traditional professions (legal, teaching, medical) and the transport sector (air, road, rail and sea). The Irish food and drug industries operate under quality and hygiene regulations which require a high base line of skills. De-facto skill requirements, some with a legislative base in other countries operate in other sectors.

There is no regulatory structure for training leave in Ireland. Training leave is a direct function of a company's training plan, rather than the subject for negotiation beforehand.

Participation Levels in CVT

Data from the Labour Force Survey 1991 provides an indication of the profile of those participating in CVT in Ireland and the purpose of training. The Survey is undertaken annually by the Central Statistics Office to gather information on employment and unemployment, using a sample of 154,800 (4.4% of the population). Refer to Chapter 7 of the National Report for a detailed review of the data.

Overall Participation Rates

In relation to training, participants were asked if they had received education or training during the four weeks before the survey. Overall, some 80,600 people (6.4% of the male and 8.7% of the female work force) received training during this period. Also, some 3,500 unemployed (1.5% of males and 3.9% of females) and some 4,400 females on home duties received training.

Participation by Age

Of the total who received training, over half (51.9%) are under 25 years. Only 6,600 (8.3%) are over 44 years. Work force participation rates fall steadily with age group, from 18.4% in the 15-24 year group to 2.3% in the 45-64 year group. The highest participation rates are among 15 to 24 year old males, 20.2%. The overall female participation rate is higher for women than for men, 8.7% against 6.4%. This is based on a relatively strong participation of females in the 25-44 year age group, females 6.8% against males at 4.9%.

Participation by Occupation

Table 2 Continuing Vocational Training April 1991
by Sex, Age Group and Occupational Sector

Occupational Sector	Age Group													Total Employed in each Sector (000's)			Participation rate by Sector (%)		
	15-24 (000's)			25-44 (000's)			45-64 (000's)			65+ (000's)	Total (000's)								
Male; Female; Total	M	F	T	M	F	T	M	F	T	Total	M	F	T	M	F	T	M	F	T
Agricultural Workers	1.3	0.1	1.4	^0.3	0.1	0.4	0.2	0.0	0.2	0.0	1.7	0.3	2.0	144.1	11.7	155.9	1.2	2.6	1.3
Producers, makers & repairers	13.2	1.1	14.3	4.0	0.5	4.5	1.0	0.0	1.0	0.0	16.1	1.7	19.6	198.5	38.6	237.1	9.1	4.4	8.3
Labourers/unskilled wrkrs	0.5	0.1	0.7	0.4	0.1	0.5	0.0	0.0	0.0	0.0	1.0	0.2	1.2	34.7	1.1	35.8	2.9	18.2	3.4
Transport & Communication wrkrs	0.6	0.1	0.6	0.7	0.1	0.7	0.3	0.1	0.5	0.0	1.5	0.3	1.9	61.9	7.6	69.5	2.4	4.0	2.7
Clerical workers	1.5	3.2	4.7	2.0	4.8	6.8	0.3	0.6	0.9	0.0	3.9	8.6	12.5	33.8	105.2	139.0	11.5	8.2	9.0
Commerce, Insurance & Finance workers	2.0	1.1	3.0	1.4	0.5	1.9	0.3	0.2	0.5	0.0	3.7	1.7	5.4	85.4	49.8	135.2	4.3	3.4	4.0
Service workers	2.0	3.3	5.4	1.3	1.1	2.3	0.3	0.2	0.5	0.0	3.6	4.6	8.2	49.7	62.0	111.7	7.2	7.4	7.3
Professional & technical wrkrs	3.5	7.4	10.9	5.7	5.1	10.8	1.0	1.3	2.3	0.1	10.3	13.8	24.1	89.5	90.2	179.7	11.5	15.3	13.4
Others	0.5	0.3	0.7	2.9	1.1	4.1	0.5	0.2	0.8	0.0	3.9	1.6	5.5	50.6	10.8	61.3	7.7	2.6	9.0
Total	25.1	16.7	41.8	18.6	13.5	32.1	4.0	2.6	6.6	0.1	47.8	32.8	80.6	748.1	377.0	1125.1	6.4	8.7	7.2

* Training partly on the job, partly at school or college

Source: Central Statistics Office, Labour Force Survey (Unpublished), 1991

Note: Figures may not add due to rounding

Table 2 shows the training received by occupation, age group and sex. Three occupations dominate training:

- Professional and technical workers who receive 29.9% of all training. Females account for over half of this training.
- Producers, makers and repairers who receive 24.6% of all training. The sector is heavily dominated by male employment and, overall, males account for over 90% of the training.
- Clerical workers account for over 15.5% of training. Despite two-thirds of this training being provided for females, males in this occupation have a higher participation rate than women, 11.5% against 8.2%.

Occupations with very low participation rates in training include agricultural workers, 1.3%, transport and communication workers, 2.7%, and, commerce, insurance and finance workers, 4%.

Examining work force sectoral participation rates finds the highest rates in Professional Services (11%) and Public Administration and Defence (9.2%) and the lowest in Agriculture (1.2%). The main subgroups of Professional Services are Education, Health Care, Law and Accountancy, the only sector dominated by female labour (62%). It is notable that CVT participation is highest in public service dominated areas and lowest in the core production areas of the economy.

Participation by Purpose of Training

The large majority of those receiving training during the four week period prior to interview, some 62,300 (77.2%), did so as "further training for present job". Only 9.8% were in receipt of "first vocational training" and 8.2% for "training for a different job".

Examining participation by type of training, some 73,200 are receiving job training related training, while 9.2% are receiving training not related to their job. The majority (50.5%) are

receiving training solely at their place of work. All types of training fall with increasing age group, except adult education and job related training in schools and colleges (peak in 25-44 year age group). Female training numbers are particularly strong in adult education and particularly weak in apprenticeship.

Participation by Educational Base
An "Educational Base Index" is developed (see full report) for comparison of the educational level of the work force between sectors and between occupations. It shows the weak educational base of the agricultural and building sector (EBI= 0.5 and 0.7) contrasts with the high educational base in the professional services and public administration sectors (EBI = 1.7 and 1.2). As might be expected, labourers, unskilled workers and agricultural workers have a very low educational base (EBI = 0.4 and 0.5) while professional and technical workers have the highest base (EBI = 2.0). Interestingly, clerical workers (76% female) have a high educational base (EBI = 1.2), despite the lack of status and pay in the occupation.

Participation Levels over Time
Participation rates in training rose in the two major age groups (15-24 years and 25-44 years), both for male and females, over the period 1988 to 1991. Female participation rates rose more quickly than for males in the two age groups. Overall, the participation rates in the older age group increased more quickly than in the younger one.

9.4 Supply and suppliers

The Legal Framework
The legislation which affects CVT directly is centered on Acts setting up and regulating the State training institutions. Three significant pieces of Irish CVT legislation are:

- The Industrial Training Act, 1967: This Act set up AnCo - The Industrial Training Authority, under the then Department of Labour, and enabled it to undertake training for industry, to oversee standards to be attained through training, to impose a levy on employers for training in designated industries, to organise apprenticeship and various other activities. It provided the framework for State intervention and assistance in CVT for a 20 year period up to 1987.
- The Labour Services Act, 1987: This Act merged AnCo - The Industrial Training Authority, The Youth Employment Agency and the National Manpower Services into FAS, The Training and Employment Authority.
- Two recent Acts, The Regional Technical Colleges Act (1992) and The Dublin Institute of Technology Act (1992) have given greater independence to the Technical Colleges, allowing them greater scope as providers of CVT in the future.

Financial & Other Incentives to CVT
Financial incentives for firms to undertake CVT are offered under programmes operated by a number of institutions, State Agencies and the Department of Education. The main financial incentives come in the form of a Levy / Grant system, which levies a particular sector and then returns the moneys raised to companies which undertake training, or as a direct subsidy from

government revenues matched by ESF funding. The main sources of funding of CVT have been:

- General tax revenues; an Employment and Training Levy is made on all employed persons. Initially these moneys were earmarked for employment creation and training activities. These moneys now pass to the Exchequer to form part of general government revenues from which CVT is funded.
- The European Social Fund, through the Community Support Framework, provided IR£ 1 billion from the European Social Fund targeted at the development of human resources and training.
- The Levy / Grant Scheme in Designated Industries, which raises a levy based on the payroll of various categories of firms to fund grants to these firms for the underpinning of training. The 1992 Levy - Grant scheme amounted to IR£ 25 million.
- Direct payment from companies.

Role of the social partners

The Irish Business and Employers' Confederation (IBEC) is the main institutional voice of employers. IBEC has a strong involvement in most areas of training policy, but would like to see more direct involvement of industry, particularly SMEs, in training policy formation. On a sectoral level, employers are represented by a number of industrial sector organisations. These federations are often strongly involved in shaping continuing education and training policies of members and developing supply. The Irish Congress of Trade Unions (ICTU) is the central authority for the trade union movement. ICTU has Board representation on FAS and would have particular interest in the Apprenticeship system. In general, ICTU would like to see a greater focus on the social partnership being made to function at a sectoral level within companies through the adoption of "training agreements".

The Social Partners have a strong role in the strategic direction of continuing vocational training through their representation on the Board of FAS and CERT and on the Industrial Training Committees (ITCs) which direct FAS training policy at an industrial sector level. The commitment to using these mechanisms to evolve an agreed approach to CVT has increased significantly in the last decade.

At a national level, there are no Joint Action Agreements between the Social Partners. National collective bargaining has tended to focus on an annual round of wage bargaining. However, recently, the importance of national programmes, such as the PESP, has circumscribed wage bargaining. At an enterprise level collective agreements rarely cover training issues. However, FAS, through its promotional work, intend to place training onto the agenda for the negotiation of collective agreements.

CVT: Educational Institution Provision

Over the 1980's, university systems generally became more closely integrated with industrial and commercial development. Patenting, contract R&D and campus companies became issues. Continuing vocational training, particularly in technical areas, has developed slowly due to the generally low technical level of indigenous Irish industry and the weak overall demand from small companies which make up such a large part of Irish industry. The university system provides CVT under The Advanced Technical Skills Programme (ATS), with EC and State funding. The total 1990 grant for ATS was IR£ 9 million (approximately 80% IVT and 20%

CVT). A Training of Trainers Programme provides training for those involved in the delivery of ATS. The Gravier Judgement of the European Court on the definition of what constituted a course of training for employment, resulted in the expansion of postgraduate courses in vocationally oriented disciplines. Overall, generalist short courses and postgraduate diplomas as well as specialist programmes are available in increasingly flexible formats from the universities.

The Technological College sector of Higher Education includes the Regional Technical College (RTCs) and the colleges of the Dublin Institute of Technology (DIT). The Regional Technical colleges were established in the early 1970s governed by local Vocational Education Committees. This proved a major obstacle in their flexible provision of CVT to Industry. The reforming legislation introduced at the beginning of 1993 has given this sector a greater level of independence, effectively "licencing" the colleges as providers of CVT to industry. Most ESF moneys entering the Technical college system has gone to support the expansion of initial vocational training. However, modularisation and changes in entry and certification requirements are opening up a proportion of initial training facilities to those in employment.

Many university Departments provide specialised continuing vocational training. University-Industry Training Partnerships have been set up under the EU COMETT programme to promote and organise higher education training for industry. Under the Campus Infrastructure Programme, specialist third level centres have been developed in technical colleges providing training, consultancy and R&D to firms. A number of regional centres and specialist units have developed, set up as companies limited-by-guarantee (i.e. not for profit) with Boards representing the social partners in the region. These include The Plassey Management and Technology Centre, The Western Management Centre, The Rathmines Short Course Centre and specialist academic and research units within universities. A National Distance Education Centre is based in Dublin City University.

CVT: State Agencies Provision

FAS, the Training and Employment Authority, has statutory obligations in the provision of training under the Labour Services Act, 1987. FAS Training Centres run courses targeted at the unemployed, apprentices, those wishing to update their skills and school leavers unable to obtain employment. FAS also provides training through external contracts. The FAS Services to Industry Division is the major State support structure for continuing vocational training. The principle objective is to help improve industry's performance through training. This is achieved through promoting the concept of systematic training, developing industrial training strategies in consultation with the Industrial Training Committees, and providing information and advice on training courses and grants. Up to the 1980s it had a strong interventionist approach. The Division was then regionalised, facilitating better response to local needs, and responsibility for training was transferred directly to industry. The role of the Services to Industry Division is currently changing again with the implementation of the recommendation of the Industrial Policy Review Group to provide a new division within FAS to concentrate on training for those at work.

FAS operates and co-operates in a number of major programmes for industrial CVT, including:

1. The Levy-Grant Scheme
2. The Industrial Restructuring Training Programme with its three main strands: The Training Support Scheme, which provides grants for training (1991 expenditure IR£ 2.1 million); A

Skills Analysis Research Programme and a Promotion of Training Programmes allied to a small special initiatives programme.

3. The Job Training Scheme administered by CERT in tourism related industries and FAS in other service sectors and manufacturing. The scheme provides work based training for unemployed people and focuses on the quality of training provided and improving the basic training structures within the company. Trainees receive 75% of their training allowance from FAS / CERT and 25% from the company.
4. The Management Development Programme (joint IDA & Shannon Development) aims to improve the management capabilities, record systems and business planning of small companies. Udaras na Gaeltachta runs a similar programme.
5. The New Industry Training Grants (joint IDA & Shannon Development) are aimed at the kills needs arising from the location of new overseas investors in Ireland. Training grants range between IR£ 70,000 - IR£ 300,000. Udaras na Gaeltachta runs a similar programme.
6. Co-operative Development Unit offering training and assistance to new co-operatives.

The Department of Education operates The Middle Level Retraining Programme, consisting of short courses for persons employed in SMEs who need to be retrained as a result of new technology on their jobs. The Programme is funded and administered by the Department at a cost of IR£ 7.18 million in 1992.

Other State Agency provision of CVT includes:

- CERT is responsible for the recruitment, education, training and placement of personnel within hotels, catering and tourism related industries. It provides technical, service and management training at all levels. In 1992, resources were divided between school training (52%), unemployed training (23%) and industry training (14%). CERT provides 13 week, basic skills foundation courses for unemployed people. CERT's continuing training of the employed is provided directly by its Industrial Training Division. Courses at management, supervisory and craft levels are delivered in-company and externally. It is expected that the level of continuing training in the industry will increase - motivated, in part, by certification.
- TEAGASC plays a major role in both initial and continuing vocational training in the agriculture industry. It supports a network of 11 Agricultural Colleges throughout Ireland and 50 training centres. TEAGASC funds The Farm Apprenticeship Board and operates the Agricultural Advisory Service, providing a comprehensive programme of vocational training for adult farmers. The National Food Centre, a division of TEAGASC, provides a wide range of training programmes in the area of food science.
- The National Rehabilitation Board (NRB) identifies and advises on the needs of people with disabilities and the policies and services required to meet them. It provides and co-ordinates such services including training. The NRB is responsible for the co-ordination of such ESF funds in Ireland, amounting to IR£ 24.9 million in 1991. The EU HORIZON programme also funds employment and training opportunities for people with disability.
- BIM, responsible for the development of Irish sea-fishing industry, provides training programmes directed at existing, practising fishermen and fish farmers, as well as the skills needed by beginners. Most courses lead to nationally / internationally recognised certification standards. The Board operates the National Fishery Training Centre and a Mobile Coastal Training Unit.

- Coillte - The Irish Forestry Board provides a wide range of forestry and wood related training, most of which is provided on site in forestry conditions with much emphasis on safety related training. Coillte intends to increase its training capacity substantially in line with government plans for the development of forestry related industries. It has put a major programme of trainer training in place with the assistance of the EUROFORM programme.
- Irish Development Agencies - Three major, non-sector specific, economic development agencies for industry, fund training in Ireland: the Industrial Development Authority (IDA), Shannon Development Company and Udaras na Gaeltachta. In addition, EOLAS - the Irish Science and Technology Agency provides technology related support, including technical training, and The Irish Trade Board assists firms in developing markets at home and abroad.

Private Sector Provision

The size of the Irish CVT market has a major limiting effect on provision. Strong private sector provision can be seen in areas where there is a strong generic skill element across sectors (general management, communications, general computer and software skills, languages). Private sector supply in technical areas is confronted by highly differentiated requirements, particularly at technician and engineer level, in a small market. Much Irish private sector provision of technical CVT is the sale or rental of off-the-shelf UK training packages.

Irish private sector provision includes:

- The Irish Management Institute (IMI) is a company limited by guarantee which aims to raise the standard of management in Ireland to the highest international level. It provides management training and development services, with courses ranging from degree level to short courses and co-ordinates an extensive distance education programme across Ireland.
- The Irish Productivity Centre (IPC) is an autonomous agency set up by employers and trade unions to help raise productivity in Irish business firms. The IPC offers a number of services to industry related to CVT.
- The Irish Business and Employers Confederation (IBEC) provides training through special conferences, in-company training and public programmes. Topics would include areas such as industrial relations, pay and employment legislation, taxation, pensions, occupational health and safety, etc.
- The Chambers of Commerce represent employers at a regional level. While some Chambers, particularly those in the larger cities, have developed continuing training provision for their members, provision is still in an embryonic state.
- The Irish Congress of Trade Unions provides training for its member unions in areas related to union activities, for example, shop steward courses, union officials' training, negotiation skills, etc. SIPTU, the largest union in Ireland, has extended its own education and training programme to courses on health, safety and welfare at work and courses on world class manufacturing and total quality management. There are 33 Trade Councils affiliated to ICTU, which have not been active in the provision of continuing vocational training.

  A number of multi-national companies along with larger indigenous companies have established divisions or subsidiaries for the commercial exploitation of their internal skills. They would be among the largest private companies providing training. The bulk of inter-company provision is, however, through relatively small private companies specialising in one or two areas.

- Vendor engineering is practised by many large manufacturing multinational subsidiaries in Ireland for their local suppliers. It is an area which deserves much more attention by training authorities.

Provision to Lowly Qualified and Unemployed
Within industry there is little or no specific provision for the lowly qualified. The voluntary and community sector provides a large amount of initial and continuing training, often with techniques and results well ahead of traditional and institutional sectors. The major source of continuing vocational training for the lowly qualified, particularly the unemployed are the FAS development programmes outlined below:

- The Skills Foundation Programme assists people who have left education at Junior Cycle.
- Specific Skills Training Courses are directed to meet manufacturing sectoral development objectives in areas such as machine tool operating, electronics, toolmaking, etc.
- The Enterprise Training Programme aims to provide unemployed people with the skills required to start their own business.
- The Alternance Programme aims to equip long term unemployed people with the skills necessary to gain a foothold in the workforce.
- The Community Youth Training Programme provides trainees with on- and off- the job training when they undertake work on local community projects.
- The Local Training Initiatives respond to the employment creation needs of the community.
- Community Training Workshops assist unemployed people to develop social, community and work skills in community based workshops.
- Training for Travellers: the term "travellers" refers to a small minority of the Irish people who live a nomadic lifestyle often with considerable hardship.
- Linked Work Experience provides work experience for the older long term unemployed.
- The Job Training Scheme provides work based training for unemployed people.

The Vocational Training Opportunities Scheme (VTOS), funded through the Department of Education, is aimed specifically at the lowly qualified, long-term unemployed. It allows participants to return to full time vocational education for up to two years, while retaining their full Social Welfare entitlements.

9.5 Demand and planning

CVT Policy Development
The development of current policy can be traced back to the 1986 White Paper on Manpower Policy. Much of the thinking in the White Paper was incorporated into and then developed through a series of major planning and consultation exercises by Government.
The Programme for National Recovery (1987) sought to reduce the National Debt, to control wage costs and promote economic growth. The National Development Plan 1989-93 was drawn up as a plan for the use of EU Structural Funds and the implementation of the Community Support Framework (CSF) for Ireland. In 1991 The Programme for Economic and Social Progress (PESP) was agreed with the social partners and formed the framework for Government policy up to 1993.

The present coalition Government developed a "Programme for Partnership Government 1993-1997", which complements PESP. The main sections concerning training are as follows:
"We will establish on a tripartite basis in consultation with the social partners a comprehensive National Training Scheme, covering both the manufacturing and services sector, as well as the public and private sectors. Training contracts will be funded by the European Social Fund, with the on-the-job element funded by the employers. The scheme will be based on three principles: * that viable job creation is market led; * that it will serve to integrate young people into the workplace, with independent validation and certification at the end of the traineeship period; that it will provide a valuable mechanism for easing many of the unemployed into viable employment.
We will establish a National Education and Training Certification Board whose awards will be recognised internationally. This will help progression between courses in the education and training system.....
We will further improve the statutory apprenticeship system, building on a "standards reached" approach rather than a "time served" approach ....., legislation will be introduced as a matter of urgency to fund the new system.
We will extend the apprenticeship scheme to give certified training to those leaving secondary education but not going on to third level. This means increasing the number of occupations where certified and structured training applies and using the increased capacity in the education system for vocational education and training.
The respective roles of the Departments of Education and Enterprise and Employment will be defined more clearly in relation to vocational education and training to ensure a better service. At present, there exists a very wide range of training and employment schemes provided by FAS and the Department of Education. The range and number of schemes can give rise to confusion on the part of both employers and job seekers. The schemes will be rationalised so as to respond better to the needs of local employers, workers and job seekers." (Fianna Fail and Labour Parties 1993:11-12)

These National Programmes are informed and complemented by various task forces which are asked by Government to examine policy in specific areas. The most recent of those, the Industrial Policy Review Group, published its report "A Time for Change: Industrial Policy for the 1990s", in January 1992. It notes;

> "Despite its enviable academic standards, the Irish education and training system has serious gaps when it comes to technical and vocational education and providing for the intermediate production skills that are crucial to industrial productivity. Management training is also under used. The shortcomings in this area are so pervasive that the existence of skill deficiencies are often not recognised by management..."

Its main training related recommendations were;

- "(It is) of primary importance at all educational levels to de-emphasise the bias towards the liberal arts and the traditional professions.
- A higher priority must be attached in the education system to the acquisition of usable and marketable skills. ....
- A high-quality and respected stream of technical and vocational education with a new curriculum and close involvement by industry should be developed.

- Training for those at work is inadequate, considering the skill deficiencies that exist, especially at intermediate production level. It must become a priority.
- There should be no subsidies or grants for firm-specific training. But good general training needs subsidies and a new approach.
- The provision of training for work is inadequate. New structures are needed to remedy the situation. An institutional reorganisation of FAS should be adopted.
- A greater proportion of FAS resources should be allocated to industry relevant training directed towards those at work and preparing for work."

Following the Review Group's report and the report of a Task Force on its implementation, the Government set up a Ministerial Group in January 1993 to take the necessary operational decisions. These decisions were published in May 1993 as "Enterprise Through Employment". The decisions include:

- Increased representation of the Social Partners on the Higher Education Authority.
- An action group on the roles of FAS and the education sector in the area of pre-work and apprenticeship education and training.
- A new division within FAS to concentrate on training for those at work.
- Proposals to be made for encouraging a greater level of training by industrial firms.
- A National Education and Training Certification Board to be set up.
- A planned, decisive transition to higher skills/knowledge standards of certification is to be introduced by end 1994.
- A permanent co-ordinating group involving the Departments of Education and Enterprise and Employment together with FAS, and the industrial development agencies to ensure the continued relevance of training to the needs of Irish industry.

National Planning

The national planning of CVT is an interactive process linked to overall Government policy and the development of the National Plan for the next round of CSF funding. Major training bodies such as FAS are asked to provide a plan for their development in the period 1994-1999, which, through a process of negotiation and revision is integrated into the National Development Plan.

A series of labour market related research projects has provided the groundwork for these macro-level discussions. These include:

- An occupational manpower forecasting system undertaken by FAS and the Economic and Social Research Institute. The objective was to provide information on the changing pattern of occupations and to identify possible variations in skill requirements across broad occupational areas of the economy. Three studies have been published. Hughes (1991), is an analysis of manpower forecasting methods and the use made of them in other OECD countries. Corcoran, Sexton and O'Donoghue (1992) is a retrospective study of occupational change in the Irish labour market from 1971 to 1990. Corcoran, Hughes and Sexton (1993) provide occupational manpower forecasts for the period 1991-1996.
- A macroeconomic study of the Irish labour market for the period 1991-2011 undertaken by consultants Davy, Kelleher, McCarthy (DKM).
- A nation-wide survey of skill shortages undertaken by Lansdowne Market Research.

Sector Level Planning

The three major avenues for sectoral analysis of CVT are:

- The Industrial Training Committees (ITCs) serviced by FAS, established for the most part in the manufacturing sectors: Construction, Chemical and Related Industries, Engineering, Food/Drink/Tobacco, Printing/Paper, Textiles and Clothing/Footwear. The ITCs are responsible for the full spectrum of CVT activities in their sector from labour market analysis to having courses developed to reviewing the relevance of existing training. They also draw up an annual sectoral training plan. The ITCs also play a major role in informing and overseeing a series of sectoral Manpower Requirements Studies, which aim to identify manpower and training requirements within a 5-10 year time horizon.
- The Industrial Federations, along with IBEC, represent their industrial sectors in matters ranging from trade and taxation to industrial relations and labour issues. Some Federations undertake manpower requirements studies.
- State Agencies such as EOLAS, TEAGASC, BIM and, in particular, CERT. The latter agency undertakes a regular Manpower Information Survey every two years. The survey serves a number of purposes including accurate recruitment forecasting for CERT courses; monitoring of employment changes; indications of inter-sectoral mobility in the tourism industry and required training responses; new trends in job structures and required training response and feedback from industry on current training. Other examples of State Agency analysis include: The National Advanced Manufacturing Technology Programme based at EOLAS undertook a major review of training requirements in this area; The Shannon Development Company examined the regional manpower requirements for the development of the aerospace sector; The Dublin Technology Partnership (Casey 1991) in conjunction with the Dublin Chamber of Commerce, undertook a sector based study on the skill requirements in the Dublin region.

Quality Assurance in CVT

Most State related bodies have instituted quality assurance procedures to improve the inputs, delivery and outputs of their training programmes. The National Rehabilitation Board has developed a set of "Standards for Services for People with Disabilities" concentrating on vocational training services (based on the ISO 9000 series). FAS are developing a Total Quality Management system covering all training functions, including training of trainers.

A series of written standards dealing with training design and assessment have been developed by the Certification and Standards Division of FAS. In the design of training programmes FAS operates a "Training Programme Specification" standard, taking into account such items as, terminal objectives, methods of instruction, equipment / materials to be used, type of records to be kept and the assessment system. The assessment standards include The Principles of Assessment, Operating Guidelines, Design and Assessment Method Guidelines. FAS assessment is decentralised to individual trainers and monitored at both a regional and central level. A programme for the multi-skilling of FAS employees involved in curriculum development and assessment has been taking place to ensure an integrated approach to such work.

Certification, Validation & Accreditation
Current certification methods include:

- FAS assessment procedures take place on a modular basis, building into a vocational qualification.
- Certification of CERT courses is undertaken by the independent National Tourism Certification Board. The Specific Skills Training Courses operate at three levels corresponding to EU European Training Levels. Certification is in conjunction with City & Guilds Institute of London.
- The National Council for Educational Awards (NCEA) has responsibility for the overall development and co-ordination of higher education outside the universities and provides certification to DIT, RTCs and increasing private sector provision.
- The National Council for Vocational Awards (NCVA) structures courses in vocational / technical education and training on a modular basis. Courses under its remit include - VPT programmes in schools; Vocational training modules in Leaving Certificate Programmes; The Vocational Training Opportunities Scheme; along with courses in consultation with other training agencies (Youthreach, Traveller's Workshops, TEASASC, Coillte courses, etc.). A five level framework of vocational qualifications is proposed, within which NCVA will make the awards of National Foundation Certificate and National Vocational Certificate Level 1 - 3. All awards are modular, allowing for flexible accumulation of credits towards certification.

The National Education and Training Certification Board
The expected establishment of the National Education and Training Certification Board (NETCB) with responsibility for all areas and levels of vocational training is one of the most important developments in the labour market for many years. Negotiations between interested bodies are currently underway to define the principles, structures and operational procedures of the Board. Closely allied to the setting up of the NETCB is the establishment of National Training Scheme, agreed by the current coalition Government in the "Programme for Partnership Government."
The present diversity of certification militates against both trainees and employers in terms of access, transparency, progression and credibility. Thus, it is proposed to develop a co-ordinated set of national arrangements for both vocational education and training provision on the one hand, and for assessment, certification and accreditation of knowledge, skills and competence on the other. The goal of the NETCB is to provide a single, coherent, graduated, transparent system of vocational qualifications, independent of the main providers.

Training of Trainers
The availability of structured training for trainers has increased greatly in recent years. This has contributed to the professionalism of the occupation. The two main public sources of training have been FAS in conjunction with higher education and the higher education system itself. FAS, with a particular need for "Training of Trainers", has made major efforts over the last number of years to introduce structured training qualifications for its instructors. A Diploma Training and Education is being set up by University College, Galway in conjunction with FAS. They are also developing an open learning, training of trainers programme in conjunction with other European universities and training institutes.

9.6 Conclusions and further developments

Supply Side Issues

A number of the major supply side developments which have taken place over the past five years are listed below:

- The restructuring of the State Labour Market Agencies by the Labour Services Act, 1987, which established FAS - The Training and Employment Authority. It gave increased orientation towards training for the unemployed. FAS was later given a regionalised structure, making training more relevant to local demand. FAS's role in industrially oriented training was renewed under the first CSF in the period 1990 - 93. The FAS Services to Industry Division became the focus for administering many of the industry oriented, continuing training support measures under the CSF. It also developed research and policy abilities.
- There has been a major effort by all State bodies directly providing or financing training to accompany the training with assessment and certification mechanisms. Over the late 1980s, all FAS courses in both initial and continuing vocational training became subject to such assessment and certification. Joint FAS/City & Guilds (UK) certification was also introduced.
- Standards and procedures to maintain standards also developed as an issue in the late 1980s and has been met by bodies such as FAS, CERT and the National Rehabilitation Board introducing guiding specifications for the development of training programmes and for the assessment of trainees. There are moves afoot to extend certification and standards requirements to all training receiving financial support from State sources, both initial and continuing training.
- The changes to the legal structure of the Technical College system will enable and encourage Colleges to offer CVT on an open, commercial basis. The regional potential of the Technical College system to deliver traditional training and act as the support framework for distance training is enormous.

Demand Side Issues

A number of the demand side developments which have taken place over the past five years are listed below:

- Perhaps the most important development on the demand side has been the offer of substantial financial subsidies to stimulate company CVT. These funds have, nearly exclusively, come through the Programme for Industrial Development of the CSF and within that, particularly the Sub-Programme for Human Resources Development. A series of evaluations are currently underway on programmes funded from these sources.
- A second important effect on the demand side has been the weakening of the industrial structure and the rapid increase in unemployment from mid-1990 onwards. This has naturally weakened the demand for training. Also, the slackness in the labour market has contributed to qualification inflation in the work force.
- In terms of skills demanded, the demand reflects many of the preoccupations of West European firms. A shift across nearly all sectors, manufacturing sectors in particular, to skills associated with lean production has occurred. Much greater emphasis is being placed on social based skills, communication, team work, self-direction, etc. Generally, in manufacturing, automated process control, automated test equipment and quality control

allied to electronic data capture and data exchange are changing skill demand in all areas from shop floor maintenance, to QA, to management. Certain specific areas have seen substantial demand increase: ISO 9000: health and safety regulations, areas associated with changing EU directives, etc.

Interface Issues

- There has been increasing emphasis on developing the role of the social partners in the formulation, funding and delivery of CVT. Appointment of representatives of the social partners to Boards and committees has become more consistent and has been extended into vocational education and university education. These developments have been facilitated by the process of agreeing and operating the Programme for National Recovery and the PESP. However, on the ground, partnership on the shop floor has been a much slower affair. Company management practices are much slower to change, in part, because of the lower level of personnel contact with Continental North European practices. In this context, ICTU's emphasis on EU training initiatives operating at shop floor level seems well placed.
- Despite the increasing participation of social partners in CVT, the effectiveness of the interfaces in which they participate has sometimes been in question. The most important formal supply / demand interface in CVT has been the Industrial Training Committees which oversee the industrial sector's levy / grant scheme and its training generally. They are co-ordinated by the FAS Services to Industry Division. They have recently been the subject of a major review. It is expected that their role will be much enhanced and more rigorously defined. However, it should be noted that the levy / grant system, overseen by the ITCs, has been progressively curtailed as a mechanism for developing demand.
- Formal, regional supply / demand interfaces for CVT have developed only very slowly over the last five years. The most important events have been the regionalisation of FAS activities in the late 1980s and the changes in the Regional Technical Colleges legislation. The FAS regionalisation has permitted a closer linkage with local infrastructure. The strength and nature of the linkage is, however, variable from region to region. The effect of the changes in the RTC legislation on regional supply / demand interfaces is too recent to judge.

The Major Developing Issues

This section looks at some of the major developing issues at two levels: 1) National and institutional policy; 2) The individual firm level.

Within national and institutional CVT policy a number of issues are developing:

- Increasing integration of the social partners into the process of CVT development at the formulation, funding and delivery stages will continue. Recognition by employers and unions of curriculum change, assessment and certification procedures and structures will be required. The role of the Industrial Training Committees is likely to expand.
- An increasingly sectoral approach is likely to be taken to the support of industrial training at the expense of the general function and occupation oriented approach used at present.
- The support of SMEs as a group with particular requirements is likely to continue and, at an occupational level, the apprenticeship system is likely to be extended to jobs outside the traditional trades.

- The service industries are likely to become more integrated into the State support structure for CVT and to be treated on equal footing with manufacturing.
- Efforts to develop methods of cost / benefit analysis applicable to initial and continuing training and more general evaluation tools and expertise for State supported training programmes are expected to develop rapidly over the next five years. For the unemployed, moves away from reliance on placement criteria are taking place. For the employed, questions of the economic pay-back of State support are of increasing importance.
- The establishment of the National Education and Training Certification Board promises major changes in current certification systems, standards and modes of recognition. Issues of increasing access, transparency, progression and credibility will be involved as well as distribution of training opportunities. The aim is the development of a single, coherent system of Irish vocational qualifications.
- Accreditation of prior learning (experiential learning) is being explored with a view to developing a system which will cohere with industrial requirements and proposed NETCB and traditional certification bodies.
- A recognition of the skills gap between indigenous Irish industry and the core industrial areas of Europe is reorienting Irish institutions to base standards and aspirations on those of continental North Europe.
- There is some institutional concern over the lack of provision of CVT for older workers. Another is lack of provision for alternative employment structures, part-time and self-employment employment. These may develop into issues over time.

Within firms themselves a number of general training related issues are developing:

- Social qualifications have gained more recognition but developing them still remains problematic. Firms have long questioned the ability of education and training institutions to develop work skills such as self-reliance in planning, implementing and controlling one's work, flexibility with regard to working methods and approaches, teamwork and the ability to act in complex institutional settings. These issues have become more central to all forms of training and CVT policy, particularly as "Lean Production" develops.
- Multi-skilling has become a common place issue with most large firms.
- Training on-the-job is being reassessed and given greater attention. In sectors such as electronics, the rapidity of product and process change forces training to come closer to the job to reduce response times. In other sectors emphasis on learning in "real work" situations is increasing. The social learning on the job, tacit skills acquisition, and learning by doing are receiving renewed interest, perhaps in imitation of the Japanese. In the more advanced companies the pedagogics of work based learning are being explored.
- Companies are seeking a better foreign language and scientific/language base for their employees training development.

Legal Issues

Three major areas are currently developing:

- The Education White Paper is currently being developed by Government based on the Green Paper and in consultation with interested parties. This will in turn provide an Education Act which will form the legal basis of Irish education with major implications for the forms of initial training. The structures established and the policy enacted in this Act will, at one remove, have implications for CVT development.

- The Industrial Development Act (1993) will restructure State development agencies and their functions. It will permit greater concentration on the development of indigenous industry. These changes will in turn alter the training functions of existing bodies such as the IDA and EOLAS.
- EU legislation impacting on firms will continue to affect domestic CVT requirements.

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10. CONTINUING VOCATIONAL TRAINING IN ITALY

Lilia Infelise

10.1 Introduction

Since 1993 the professional education and training scenario has, in Italy, been very dynamic from certain points of view (agreements between government and unions, legislation regarding mobility and employment), but also stagnant from other points of view (legislative reform of the education system and of professional training). During the early nineties, several strongly innovative experiences have, even without an organic reform policy, actually laid the essential foundations for defining developmental rationale of a new training system. It not only concerns innovative experiences within companies, but several important agreements between the government and social partners, at company, industry and national level and a number of new laws as well. The new training system, including both initial and continuing training, appears at the moment to be still a model in its infancy.

The Italian professional training system (initial as well as continuing), -at the time of this study (January - December 1993), which aimed at the drafting of a report on continuing training (art. 11 decision of the Council for the FORCE programme); presented itself at a stage that we could define as being one of "rebirth", in which a new culture was coming to the fore and, as a consequence, some new instruments were being developed for labour policies and, in general, for the economic policies.

The new orientations have for the time being been mainly expressed through fresh agreements between social partners, and in some policy programmes of the governments that have been in power over the last three years. From the normative point of view, there have been some novelties, but at the same time a marked fragmentation of the instruments available has persisted.

Government, employers and unions largely agreed on several basic principles:

1. the new labour policies must have, as their point of reference, the whole life cycle of the individual (school, training, work, mobility, career, retirement);
2. training, promotion and qualification of human capital, at every level of the qualifications hierarchy, takes on a pivotal role;
3. a close inter-relationship must come about between the instruments for the management of redundancies (lay-off allowance schemes, mobility, unemployment) and those for the orientation, vocational training and placement, in a concrete framework of active labour policies;
4. new rules have to be defined for the management of the productive crises that afflict industries, company dimensions, strands of the labour force;
5. there is a need to affirm a principle of co-operation in the labour policies, operating with the total participation of central government, local authorities, employers and unions, in order to develop and perfect new instruments of both an integrated and differentiated nature.

10.2 The main characteristics of the Italian CVT system

Concepts and terminology

Today in Italy, we cannot speak of a single conceptual fundament to the term "continuing training": there is a discussion going on about this concept and the opinions are not yet

homogeneous. The term "continuing training" is not typical of the language used by the "field experts", whether they are top civil servants, or managers of company training.

Only since the passing of law no. 845 in 1978, has the term "vocational training" been officially adopted to indicate certain kinds of activity (the ones delegated to the Regions by the decrēe law no. 616/77). Hence, it is only since that year that the leading actors have tried to work out an univocal and precise definition of the concept of Continuing Vocational Training (CVT). The adult training activities were and still are designated with terms such as "training for adults", "recurrent training", "adult education", "permanent education": Furthermore, in the company sphere, the term "continuing vocational training" (CVT) has been neither widely nor uniformly spread.

The reasons for the absence of a specific conceptual and normative system for CVT can be singled out in the peculiar history of vocational adult training in Italy. There has been a time lag in the merging process of two cultures, fundamental to the more advanced conceptions of continuing training. We are referring to two distinct sets of experiences and conceptualisations transmuted into "collective" knowledge, which are identified with the terms *social upgrading* and *occupational training*. In Italy, for a number of different reasons, a new perspective of training started to become a central issue in the "regulation" of the processes of industrial and labour development only since the beginning of the 1990's. Training started to be seen as a continuous process, an integral part of the strategic management of the company and an integral part of industrial and labour policies. Some factors, that can be traced back to the 1980s, have hampered the take-off of such a conception:

a) The separation (not only concrete but also from the normative, institutional and conceptual points of view) between the training fostered and enforced by the public institutions (mainly the Regions, since 1978) and that realised by the companies;
b) the largely indifferent stance (in some cases biased) throughout the 1970s until the early 1980s, of the trades unions on the theme of worker training;
c) the strong resistance of the companies to a co-operative approach to the training and development of their staff, as well as the clear-cut and theorised distinction enforced between upgrading (the managerial and technical-specialist kind) and training.
d) the guidelines that have characterised the public labour policies until the late 1980s, mainly concerned with dealing with youth and technological unemployment.

The term *continuing training* has only recently become popular, even though briefly mentioned in the decree law no. 616/77. The interpretations are highly differentiated, but the one that has the widest consensus sees continuing training as including *all the training aimed at workers, beyond its strategic objective and vocational level (basic or high, managerial or technical-specialist) and aimed at people in mobility and at the unemployed, according to the vaster meaning of "further" training that accompanies the active workforce throughout their lives.*
In short, according to the approach that today seems to be most widespread, continuing training appears to include all of the "further" training after the initial one; the term "continuing" expresses the affirmation of a process that accompanies people throughout their active life.

Institutional and normative situation

The normative fundaments of the Italian system for vocational training are to be found in the Constitution, which sets down as the task and duty of the Italian Republic "the training and vocational improvement of the workers" (art. 35).

Decree law 616/77, issued with the intent of defining the competences of the Regions, lays down the various training types: "the services and activities destined (.....) to the specialisation, vocational re-training (.....) for any professional activity and any goal, including that of continuing, permanent or recurrent training". The legislative text clarifies an issue that queried the role of the Regions in the scope of continuing training, reducing its field of intervention solely to initial training.

In law no. 845/78 (art. 2), vocational training is defined as a set of initiatives "aimed at the spread of theoretical and practical knowledge and skills needed for performing jobs and aimed at first job entry, training, re-training, updating and specialisation, within a framework of permanent training".

In the legal texts cited above, we can see the peculiar nature of the Italian context emerge: *the legislative and administrative combination that binds the two systems of initial and continuing vocational training to the same institutional scheme.*

In the Italian model, the Region is seen as the main actor in the activities of planning and administrative management of initial and continuing vocational training, in the framework of areas defined at national level, and as a body providing directions and monitoring in a pluralistic supply system.

The Regions are afforded legislative power in regard to certain guiding principles laid down at national level, including coherence with the scholastic system and the participation of the unions. The central government is charged with the task of providing directions within the scope of nation-wide planning and in particular: regulation of the vocational areas, the qualifications and the criteria for recognising them; research and experimentation; dealing with relations with supranational levels of government; direct intervention in specific areas in crisis; training and updating the trainers following the initiative of the Regions; the transfer to the Regional accounts of the financial resources according to the nation-wide normative prescriptions.

The guideline law no. 845/78 explicitly refers to the role of the social partners and of the companies.

The peculiarities of the Italian legislative system can be summed up in the following points:

- the Italian model comprises, within a single system of laws, initial as well as continuing training;
- the intention of the Italian lawmaker was to entrust the regulation and the management of initial and continuing training to a flexible system, close to the territorial specificities, with the consequent provision of substantial autonomy to the regional government bodies dedicated to training;
- the normative framework on which the model is based presupposes (without providing for adequate instruments and procedures) the involvement of the regulation and management of professional training in an efficient system of planning, monitoring and control of the training policies and activities; it also presupposes the capacity of the Regions to act in harmony with one another and with other public bodies present in the territory, with national institutions and with the unions.

The Italian model ratifies the substantial equivalence between Regional government and bodies of administrative and didactic management of training. This aspect leads to training being entrusted to public bodies and a central role is given to non-profit organisations in the whole system of training supply supported by public funding with important consequences for the shape of the supply system.
Initial and continuing training are considered as being totally distinct from the educational activities (which are entrusted to schools and universities). This fact is attested to by the lack of an authorised certification system across the nation.
Law no. 845/78, as has already been said, has laid the normative foundations for the whole system of vocational training, outlining the aims and set-up of vocational training, specifying the tasks and roles of the Regions and the State.
A series of other nation-wide norms have to be considered in order to complete the normative picture. The following have had great importance: law no. 863/84 (Urgent measures to support and increment the employment levels); law no. 300/70, better known as the Workers' Statute and the law on the positive actions for equal opportunities is rather important as well (Law no. 125/91) which provides for, amongst other measures, financial support for the realisation of training projects.
Furthermore, two norms that lay down measures for the regulation of the labour market are relevant as well. They are law no. 56/87, which concerns placements, and law no. 223/91 concerning labour market policies. The latest measure is provided by law no. 236, passed on 19 July 1993 (Urgent measures against unemployment). Amongst other things, the law regards financial flows for vocational training, setting up a *Vocational Training Fund*, as requested by the various agreements signed by companies and unions.
We could thus say that the employment and training policies today are based on relatively recent norms, but they represent a bridge between a phase that is coming to an end (the instruments introduced in the 1970s to face the problems of youth and technological unemployment) and a phase that is being defined, whose characteristics have been marked by the bilateral accords signed with the unions in the first semester of 1993, an offshoot of the understanding between unions and Regions dated 16 December 1992 and the three-party agreement on incomes policy dated 2 July 1993.

The role of the social partners
Law 845/78, which is still the fundamental normative point of reference for the whole vocational training system (in particular arts. 3 and 5 addressed, respectively, to "powers and functions of the Regions" and "organisation of the activities"), identifies a whole series of spheres of intervention by the parties involved. The social interest groups, together with the local authorities and the peripheral offices of the Employment Ministry and the Education Ministry, are identified as the necessary interlocutors of the regional organs of government in the definition of a proper planning of the training services at regional level.
The local institutions and social groupings are called to participate, as laid down by the regional laws, in the activities of social control of the various initiatives.
In the first three years of the 1990s, there was a progressive development both in the debate and in the awareness of the social groupings and of the government bodies in terms of inferences between economic policy, incomes policy, employment and labour policies. These plans have recently turned out to be very distinctive both in operative as well as in conceptual terms.

Since January 1993 new bilateral accords have been signed on the issue of vocational training. These accords attest to largely common stances. On 2 July 1993, this important protocol is agreed on "income and employment policies; bargaining set-ups, labour policies and support for the productive system". The protocol sets down common stance with particularly innovative importance regarding the levels and modalities of bargaining, the labour policies and policies supporting the productive system. It is significant that in the latter set of policies (support to the productive system) the protocol comprises and lays down the agreements regarding education and vocational training.
The protocol defines a rather clear-cut set of objectives and actions agreed to by the social groupings and by the Government, in compliance with the understandings reached previously, mainly during the first semester of 1993, between the social groups and only regarding the training policies.

The protocol states the following needs:

a) the setting of a systematic liaison between the world of education and the world of work, also by means of the participation of the social groups in the institutional bodies of the State and the Regions where the orientations and assessment and surveillance modalities of the training system are established;
b) the realisation of a systematic inter-institutional co-ordination between the leading actors in the training process (Employment Ministry, Education Ministry, Higher and Further Education Ministry and the Regions) with a view to assuring an effective integrated management of the system;
c) the setting up of the National Council for Vocational Training, at the Employment Ministry, with representatives from the above-cited Ministries, and from the Industry Ministry, the Regions and the social groups;
d) the updating of the Vocational Training system with the review of the framework law no. 845/78;
e) the raising of the compulsory school age to 16;
f) concluding the reform of secondary school education, in the light of the construction of a system for the year 2000, integrated and flexible between the national school system and vocational training, and training experiences on-the-job up to the age of 18;
g) better use of the autonomy of the scholastic and university institutions, and of the institutions devoted to vocational training;
h) channel the resources accruing from the 0.30% deduction from the total salaries, funded by the companies, to continuing training;
i) provide for a special three-year re-training and staff updating plan.

All of the agreements signed during 1993 unequivocally express the maturation of a model for the definition of objectives and responsibilities based on social interchanges and on the orchestration of different levels and roles implied in the decision-making and application processes.

10.3 Access and Participation

In the Italian legislative model and in the culture that, up to this day, has accompanied the regional and national government bodies, vocational training, irrespective of the kind of addressees, has been endowed with the characteristics of a service of public utility and not just

in defence of the interests of the individual or the company. It is a service destined to dynamically foster social, economic and employment growth. This clear-cut cultural root can be pointed to as the bedrock of the whole of the legislative development in regard to vocational training, even if the operational instruments needed for its enforcement are either absent, outdated, unfulfilled or not compatible with the conceptual fundaments mentioned above.

In this paper we wish to highlight a cultural cornerstone of the Italian training system which is particularly rich and up-to-date for the developments of continuous training in the 1990s. On those grounds, however, we need to develop adequate institutional, normative and contractual instruments and measures. The Italian conception is not monocentric (i.e. either the defence of the individual or of the enterprise), nor is it elliptical, according to a more recent perspective come to the fore in various European countries (dialectic quest for an equilibrium between the interests of the individual and the enterprise). It is founded on three *furnaces*, in other words, it is meant to respond to three areas of interest: the individual, the productive system, and the socio-economic system as a whole (with special attention to the territorial idiosyncrasies). The institutional and operational instruments that the continuing training system will have to come up with in the upcoming future must consider all three of these areas of interest.

On these grounds, in Italy we face the problem of access and in particular the question of the individual's right to continuing vocation training. At the present time in Italy there is a legislative foundation, even if not specific, regarding workers' rights to continuing vocational training (Constitution, art. 35, second sub-section; decree-law 616/77 art. 35; law no. 845/78 arts. 1, 2, 3).

In particular, law no. 845/78, which currently amounts to the frame of reference for the whole system of initial and continuing vocation training, and which represents the articulation of the constitutional principles, states: "The Republic promotes training and vocational enhancement in compliance with articles 3, 4, and 38 of the Constitution, in order to enforce the individual's right to work and foster the growth of the personality of the workers' through the acquisition of a vocational culture. Vocational training, an active policy instrument in the field of work, is performed within the framework of the objectives of economic planning and tends to foster employment, production and the evolution of work organisation in harmony with scientific and technological advancement" (article 1).

The law, in defining the cultural bases of the system, states that "The vocational training initiatives constitute a service of public interest aimed at assuring a system of training actions for the spread of theoretical and practical knowledge necessary for the performance of professional tasks (.....)" (article 2).

The same law also lays down quite clearly some of the objectives that have to be satisfied in putting into effect the competences charged to each Region, aimed at assuring equal access to both initial and continuing vocational training:

".....wholly enforce article 1 of law no. 9, passed on 9 December 1977, no. 903, by providing for measures which will prevent any form of discrimination based on sex, as regards the access to the various kinds of courses and to the contents of the courses themselves; set up, for the students, a services system that will assure the right to training, removing any economic and social obstacles that affect the chance to attend the courses" (article 3).

The law also aims to assure "the complete access to training activities of those students affected by behavioural disturbances, or by physical or sensorial handicaps" (article 3).

The transfer of the above-mentioned principles into operational instruments was, until the late 1980s, rather shallow all over the national territory. At the present time, we can no longer talk

of a normative discipline that lays down coherent instruments, and that in actual fact upholds equal access opportunities to training on the part of anyone desiring to gain access to training initiatives, in particular, the weaker sections of the labour market. Moreover, there is a lack of normative measures specifically destined to the direct or indirect support of training in small enterprises. However, since 1991 several new norms have been passed, and others defining measures aiming to guarantee access to training activities as an assurance of equal opportunities in the labour market for workers of sectors or territorial areas in crisis, have been modified. What still appears to be weak is the attention addressed to the pre-emptive measures needed to integrate the supportive policies for industrial development in particular sectors and the incentives for training.

Greater attention is being focused on integrating employment policies and instruments in support of worker training within the framework of employment policies. On the other hand, attention to the integration of the industrial policies and the measures fostering training access of individuals and companies still appears to be scarce.

On the national level, the recent law no. 236/93 lays down some measures that can be singled out as instruments fostering access to continuing vocational training. In the article 9, it provides for financial support to the information and orientation services aimed at people laid off and registered in the State-subsidised temporary redundancy scheme (*Cassa Integrazione Guadagni).* Also worthy of mention is the set of norms that foster the training of people in employment, of unemployed or in mobility, through the supply of the training opportunities provided free of charge and together with incomes support.

Lastly, law no. 125/91 is a innovative normative measure on a nation-wide scale, even if it is not without various drawbacks as regards the instruments it makes available, comprising measures aimed at fostering equal opportunities for access to training, particularly for the weaker strands of the labour market. This law is entitled: "Positive measures for the enforcement of equal opportunities for men and women at the work-place". It amounts to norms whose main aim is to support equal opportunities for access to work and that aims to guarantee, within the scope of working activities, practical and formal equality between men and women.

However, the problem of access is not just a legislative one. There are many direct and indirect measures that can aid access to training, amongst which there are, for instance, all the programmes addressed to a proper and correct service towards information and orientation, support and promotion programmes for flexible and open learning; the measures aimed at defining procedures for assuring the quality of the processes and the results of training. The more advanced Regions are working on this level.

Lastly, an important role in terms of the measures fostering access is made up by the agreements between the social actors at national, industry and company levels (the most recent accords were signed in the first semester of 1993). They lay down measures to foster worker-access to learning processes: i.e. paid leave for vocational training to be held during the working time; the setting up of paritetical bodies committed to identifying the training needs; the liaison with the training supply; the promotion of a kind of training that adopts methods and models of supply that encourage access, particularly for the weaker strands of the labour market.

10.4 Supply and suppliers

General characteristics

The massive growth in vocational training which occurred during the 1980s, has been recorded by several sources even though updated and exhaustive quantitative data are not yet available. Some referred to this impressive growth as a "training party" (Censis 1988).

Directed sample inquiries have led to estimate that training centres have grown by 50% during the last decade; the data on the expenses also clearly show the size of the phenomenon.

It is not easy, though, to identify the amount of financial resources destined to vocational training: part of the public funds are recorded synthetically in the budget as "interventions in favour of culture and training".

It is even more difficult to identify the amount destined to continuing vocational training, particularly in enterprises.

Authoritative sources (Neri, F., 1991) sustain that the sum spent for regional vocational training grows progressively and constantly by 10% in real terms; it is roughly estimated that 30% of this sum is destined to continuing vocational training.

The same sources emphasise the burden borne by National Economic Public Organisations (IRI, EFIM, GEPI, ENEL). It is estimated that 3-5% of total expenses are allocated to vocational training.

To sum up, according to Censis figures, the following expenses chart for 1990 can be suggested (billions):

Regional expenses for VT, net of ESF contributions (Censis estimate)	1,082
ESF contributions (Ministry of Employment)	909
Contributions exemption on apprenticeship contracts	406
Contributions exemption on Training Employment contracts (INPS)	1,386
Private enterprise expenses for training and updating	1,500
Total	5,283

Source: Financing of Vocational Training, report by Fabio Neri, Milan 16-17-18 December 1991.

Although there are some inaccuracies regarding the exact quantification of the expenses destined to vocational training, the weight of the financial resources committed to such training is evident.

Ever since the Eighties, a substantial increase in the range of actors has been observed; this has produced a significant increase in the number of activities and participants.

Three main types of actors operate as promoters in this system:

The Regions within the scope of the competences assigned to them. They promote and finance schemes aiming at qualification, requalification and updating of workers. These kinds of activities concern about 130,000 adults (as against 54,000 in the Seventies: Isfol, 1991). It is provided by both public and private bodies and mainly covers the tertiary sector (particularly computing and clerical work) and the agricultural sector. The industrial

sector receives just 16% of the clientele, and focuses on teaching courses in the mechanical sector.

1. The companies (and the Public Administration as an employer), which promote and finance training activities destined to their employees (clerical staff, intermediaries and managers).In this field, it is very difficult to have a sufficiently reliable estimate either of the number of subjects involved and of the number of the activities performed. Nowadays, new conceptions and innovative forms of training in enterprises are not unusual; the outlay, although hard to quantify, seems rather large (the amount of compulsory contributions alone, which are the 0.3% of the total salaries, reached 790 billion lire in 1994).
2. Private and public bodies (consultancy agencies, management schools, business schools, universities) offering "on-the-market" training in the shape of seminars, short or long-term courses and so on. This is a growing sector, but even for this area it is difficult to get accurate quantitative data. It is worth noting that, with CVT representing about 35% of the sector on the regional level, it is mainly focused (except the universities) on adult training. Although the company and consultancy sector has always been very active, it has mainly developed over the last decade, in order to respond to an ever changing demand. Nevertheless, the absence of any form of orientation for the supply or the individual demand of companies has resulted in a muddled and qualitatively heterogeneous market.

External supply to companies

Excluding the companies and business training centres solely dedicated to carrying out training for their own employees, the number of institutions providing training services (short-term or in relation to the whole training process) total about 1,800, according to numerous sources. As several of them have more than one branch, the number rises to about 3,000 training centres. Of these, more than 700 (in 1990) have planned training courses addressed to different kind of workers.

In this scenario several profoundly different situations coexist;

- from the legal perspective: public corporations (ancillary, instrumental, territorial, economic, or independent) and private ones (foundations, associations, business companies, and a variety of consortia);
- from the promotions perspective: bodies promoted by the public administration, trade unions, employers' associations, religious organisations, enterprises, banks or universities.

Even the strategies and aims are different: training suppliers for people at work or temporarily unemployed; institutions specialised in the supply of training services (profit-making or non profit); institutions which view the provision of such services as being complementary to the main products or services (e.g. producers of industrial systems, office equipment, software houses).

It is also well known to the operators in this field that there are three large categories of institutions:

1. public authorities that run the vocational training; they are divided into bodies run by so-called "direct management bodies", that is, belonging to the Region, and "indirect management bodies", depending on delegate local authorities, such as provinces and councils (cfr. art. 3 845/78 law).

2. bodies that perform their activities in agreement with the regional and provincial training offices.
3. bodies that operate outside the financial flows and the framework of the 845/78 law. It is a mixed group where the presence of public financing is substantial and significant.

Two large training supply systems can be singled out, the "public" and the "private". The first set of bodies focus on actions aimed at redundant workers, the long-term unemployed, and, to a lesser extent, to those actually in employment. Such bodies provide between 25 and 36% of the training supply within the framework of the basic Regional programmes and the European Social Fund, aimed at both the employed as well as the unemployed. The remainder of the activity only regards initial training.
The second group of bodies, (the "private" system) is, on the contrary, mainly focused on the demands of the enterprises to whom various courses are offered, generally short-term ones (about 60 hours), increasingly based on "ad hoc" projects and especially training for technicians, administrative staff and managers.

According to a research report published in 1991 (Infelise, L.), about 11% of the centres operating as suppliers of training initiatives aimed at employed people or to people in mobility, are promoted by workers' and by employers' associations. These include bilateral institutions, set up by recent agreements signed by the social groups. On the whole, the following institutions work towards the fostering the establishment of such institutions, in addition to the above-cited social groupings: trades associations, companies, banks, Chambers of Commerce, local authorities and Universities. If we add all the centres promoted by companies and their associations alone, then the important role played by the productive system as a supplier becomes manifest.
The above-described picture, a reliable one up until 1989/90, has undergone profound changes over the last three years. Since the beginning of the 1990s, we have witnessed a major crisis inside the supply sector external to the companies, which today is subject to profound "structural readjustment". Many training centres have introduced important changes to their operational strategies (range of services on offer, organisational models, market segments). Such changes have meant a definite U-turn compared to the 1980s, when standardised inter-company training played a key role. Currently, pre-packaged supply represents a minor component: it is estimated to be less than 10% in 50% of the supply centres external to the companies.

In-company training
As regards the companies, there is an ongoing innovation process in the organisation of work, productive re-structuring and commercial and financial re-organisation, on a vast scale and scope. Taylorist models, have in most companies, been superseded by highly flexible productive models. Mutual communication and exchanges at the work-place, between worker and company representatives, appears to have solid foundations, in a significant number of large and medium-sized Italian companies. This has led to a profound re-thinking in the approach to training.

The quest for new forms of organisation and mobilisation of competences has taken shape beginning with multiple "entrance points" (a major leap forward in the process technologies, and in the product technologies, choices of new internal organisational models, financial or

commercial re-organisation). The companies find themselves at different stages of the innovation processes (see the case histories of Fiat - SATA and Ferrovie dello Stato SpA, presented in Infelise, L., 1994b). The peculiar characteristics of the innovation process as well as the stage of development of the innovation process critically influence the relationship between companies and training. In particular, the framework of training in Italian businesses has several distinctive features. The training function, in a significant number of Italian companies (mostly medium-sized), has only recently reached a well-defined status, so it finds itself in an ongoing process of re-alignment in view to consolidating its role, define spaces and structures. The profound process of industrial change, mainly linked to the needs of companies to review their relationship with the market, involves re-thinking the strategies and operational models of the training function, which in some cases have been completely re-organised, several times, in short time-spans.
The most recent orientations see a marked trend towards the internalisation of training, a marked drop in the use of outside supply of an inter-company nature, the closer integration with work and with the real problems it poses. The training function has been moving towards consultancy, assistance to analysing/solving of learning problems implied by the strong innovation processes, towards an integration of training on and off the job, towards a more open conception increasingly engaged in "playing away from home", in the work-places rather than in the classrooms. Operational strategies that become less popular are those focused on the creation / delivery of pre-packaged "catalogue" courses, developed by the head offices' training departments, centred on large investments in outside projects, and tendered part- and-parcel.

10.5 Demand and Planning

Analysis of future qualifications
According to the current legislation, central government (Ministry of Employment) is responsible for the definition of professional standards of reference for the whole training system. It is widely agreed, however, that role has been left completely unfulfilled (this is not just the responsibility of the central body), so that today we do not really have a national system apt to survey the competence needs. Moreover, there are no common curricular standards that may be valid throughout the national territory. This has meant an explosion of languages used and solutions chosen; there is indeed an enormous variability, from one region to another, in the definition of training curricula, their duration and the kind of certification issued.
The absence of central government action has led to a failure to act by some of the Regional governments and the spread of analysis models that are hardly ever well-known in the other Regions.
Recent agreements by the social groupings mentioned earlier, have stressed the aim to commit themselves jointly to foster the qualitative improvement in the training supply and the fulfilment of workers' ambitions and the professional needs of the companies.

Certification and quality assurance
In the last three-year period, the stimuli coming from Community programmes (first and foremost the reform of the structural funds) have led to more attention (compared to the past) being paid to problems of evaluation both in terms of efficacy and education. Numerous

initiatives have been launched aimed at developing, discussing and comparing the evaluation models which can be applied to different purposes and contexts.
In the Italian context we must undoubtedly speak of a certain delay, definitely overcome in the last three years following the positive pressure applied by Community institutions, which has led to a disorderly proliferation in the number of projects, which are nevertheless rich and of good quality. Current development mainly regards publicly-financed initiatives.
In the Regional government sphere, among the most significant experiences are those of Piedmont and Emilia-Romagna, the latter is certainly at the forefront in Italy as regards the formalisation and application of procedures centred upon the evaluation and quality certification of processes and results.

10.6 Conclusions and further developments

It is not easy to define the contours and the contents of a system of continuing vocation training in Italy, perhaps it cannot even be done. The history, boundaries, conceptions and praxes of the training processes aimed at the development of the vocational competences branch out along a multitude of multifarious pathways, and they seem to trace itineraries that are mutually independent.
Lastly, the differences between what is "said" and "done" are substantial: theoretical developments and ongoing experiences in the companies are often far apart from each other, the knowledge / awareness often diverge in a praxis that often seems highly innovative, but is nonetheless a submerged phenomenon.

It is not possible, then, to speak of a system of continuing vocational training in Italy, but not for lack of experiences: there are many and of high quality, but because their conceptual fundaments and boundaries in relation to other training systems are currently being defined.
However, one important aspect has to be underlined: this particular moment in the change in the political and economic history of Italy is associated with and critically affected by an ongoing process of reorientation of all the "pieces" of a potential system of continuing vocational training, both in terms of the praxis and the reflections and conceptualisations related to it.
In-company training is situated within this sketchy scenario of the macro-phenomena. The extreme weakness of an external frame of reference, in spite of some praise-worthy but isolated exceptions, is associated to a process of innovation of work organisation and overhauling of the productive processes on a scale and size equal to or even greater compared to other European contexts in some of productive areas.
What seems to negatively influence the companies, thus fostering "backwater" situations, is the absence of "teamwork" thinking, a kind of thinking that sees public intervention as less subject to "field invasions" and distractions from roles and orientation, and responsibility for the regulation and direct and indirect support to the various actors: i.e. the productive system (the companies, the training and consultancy centres), the social system (the people employed at different levels of the hierarchical ladder, the non-employed in seeking work, the long-term unemployed).

During our review study, in connection with the realisation of the Italian report on continuing training (Infelise, L. 1994b) several new orientations have emerged, in terms of new

conceptions and praxes that make the judgements and evaluations on continuing vocational training in Italy, valid only until the start of 1993, no longer acceptable.
Starting from a protocol on incomes policy issued in July 1993 and the passing of law no. 236 on 19 July, some orientations adopted by central government bodies and social groupings have become manifest, even though the road ahead is full of pitfalls as soon as we venture into the issue of the articulation and instruments required to enforce principles that are by now generally agreed upon. In fact, the most significant innovation consists, on the one hand, in the principle of co-ordination, articulated in specific procedures and contents, and on the other in several norms paving the way to the reform of the system. There are two main elements of novelty on the legislative level: law no. 223/91 and law no. 236/93 for the first time introduce synergy measures fostering employment and income protection; they also put forward measures fostering orientation, information and training in the perspective of an integration between employment policies and work policies. Law no. 236 alone acknowledges, by defining certain fields, the above-mentioned principle of co-ordination between State, Regional governments and social groupings. It faces up to the important problem of financial flows by setting up a single fund for all the resources devoted to continuing vocational training. Unlike what was observed in the late 1980s, since 1992 and more concretely in 1993, the conditions have been created to allow for the channelling together of a number of important as well as urgent institutional, legislative and organisational measures regarding the complex training system and, specifically, that of continuing training.

These new elements fit into a consolidated culture that clearly defines vocational training, at any level, as a socially useful service and not just in safeguarding the interests of any one individual or company. In other words, it is a service that is destined to dynamically fostering social, economic and employment development. This cultural backdrop, described in the legal texts, has not, for the time being, been translated into coherent operative instruments, so that in practice very different conceptions have co-existed depending on the specific fields (initial vocational training, further training, management training and so on, in a multiplicity of languages and conceptions). As a matter of fact, a clear-cut separation has come about between the training culture which the companies have developed and the one linked to the Regional government system.

The changes that have become consolidated in terms of the negotiations between the social groupings, the changes that have been taking place in several of the most dynamic companies in the fabric of the Italian productive system, have created fertile conditions for the birth of a process of reform of vocational training and for a new system of continuing vocational training that will be taking root. All this will take place within the framework of integration between the training policies, industrial policies and labour market, already introduced by the most recent legislative measures.

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11. CONTINUING VOCATIONAL TRAINING IN LUXEMBOURG

Jerry Lenert

11.1 Introduction

The work undertaken during the writing of the report Article 11 has made it possible to collect information about continuing vocational training.

The question whether, yes or no, there is in Luxembourg a market for continuing vocational training cannot be readily answered as the concept of a "training market" in Luxembourg is not easily definable. On the basis of the principle that every market responds to its own dynamic forces, we will nevertheless have to note that our market is not based on a structured qualitative analysis of offer and demand on the level of firms, individuals, training institutes and public institutions.

In this matter the absence of a legal framework makes us suppose that the Luxembourg market is not very structured; this may explain the fact that coherent and reliable statistical data are missing.

From a practical point of view, the data used have mostly been taken from the reports published annually by the different institutions offering continuing vocational training activities. Consequently, the data do not respond to a uniform reference framework, which makes their interpretation delicate.

Information of a more qualitative nature comes from a study intitled "Assessment and perspectives of vocational training in the Grand-Duchy of Luxembourg", realised in 1991 with a non-representative sample of firms and continuing vocational training institutions. Considering the fact that firms are the privileged setting for continuing training, we have to realise that our information at this level is even less satisfactory. The exploitation of the data, limited in number, about continuing vocational training within firms which we receive via a dynamic inquiry on industrial firms (NACE 2-4), made annually since 1989, only gives us very little information about firms organising continuing vocational training activities. In 1993 further questions about continuing vocational training were added to this inquiry which allowed us to receive further information in the matter. Furthermore, the first data of the CVTS (Continuing Vocational Training Survey) have been put at our disposal.

To collect uniform data, the responsible persons of the various public institutions offering continuing vocational training have been invited to present their institution and their data within a given uniform framework. A more realistic view could thus be obtained for the report FORCE Art. 11.

The exact number of private institutions offering continuing vocational training is not known and the few institutions that have been contacted only very rarely gave quantitative information.

11.2 Concepts and definitions

In the absence of a legal framework specific to continuing vocational training, the only legal framework for training concerns secondary technical education. This law gives the director of the Service of Vocational activities, which are organised within the basic framework of the law of 4 September 1990 on Training, the following missions:

- to assist people to complete and to enlarge their professional qualification as well as to adapt it to the evolution of technological change and to the needs of the economy;

- to give people with either a salaried or an independent professional activity, as well as the unemployed, the opportunity to study for the diplomas and certificates issued by secondary technical education so that they can obtain a professional qualification through a system of accelerated training;
- to assist and to complete, on the proposition of the professional chambers, the practical training organised within the firms.

The law further allows continuing vocational training to be organised by:
- the Minister of National Education:
- the professional chambers;
- the local authorities;
- private associations if permitted to do so by the Minister.

During the writing of report FORCE Art 11, the following definition of vocational training was adopted in agreement with management and labour:

> *"Any activity allowing people, whatever their professional status (salaried, unemployed, independent) to take part, from time to time, throughout their professional lives, in training activities allowing them to acquire, to maintain or to improve competences, knowledge or qualifications relative to their present or future employment."*

Included in this definition, are all re-orientation training activities as well as all training activities dealing with work-safety issues, the latter only in as far as the trainees are not delegates for work-safety.

Excluded are:
- training leading to a formally recognised diploma giving access to an independent profession (as for example: master course, accelerated courses for future tradesmen);
- training for a second qualification, i.e. all courses leading to a formally recognised diploma which can also be obtained through initial vocational training;
- orientation and vocational initiation courses; these courses are designed for the young who are leaving school without a professional qualification and are mainly aiming at their integration into society;
- economic and social training for shop stewards;
- apprenticeship;
- adult evening courses; those may be courses in vocational training but their main objective is to give beginners an initiation on both the theoretical and practical levels.

It has to be noted that at present the government tends to include training for a second qualification as well as economic and social training into the definition of continuing vocational training, particularly in relation to the framework of the preparatory works of the Economic and Social Council, which aim at developing a framework law for continuing vocational training.

11.3 Access and attendance to training

As stated in the introduction, the work undertaken in the writing of report FORCE Art. 11 has led to a first and more systematically inventory of existing data concerning continuing vocational training. Consequently, we neither have at our disposal, data extending over several years, nor data concerning the age, the sex, the status or the level of initial training of participants in continuing vocational training activities.
In Luxembourg, there is no firmly established "cultural awareness" of continuing vocational training. Where the rate of unemployment, with its consecutive measures for the reorientation of workers, has, in many countries, been the incentive for the creation of structures governing continuing vocational training, this is not the case in Luxembourg; that is, not to the same extent.

From a historical point of view, it can be said that there has been a specific demand for continuing vocational training in the years after World War II, which has been satisfied by a growing number of training activities organised by the professional chambers. These activities have regularly increased in number until now; however, without a systematically analysis of the needs of the firms and the workforce ever having been undertaken. Continuing vocational training has therefore developed according to the rate of attendance in training activities which, to a large extent, were always aimed at individual participants.
Big firms or branches of multinational concerns have, for a long time, provided themselves with a structure for continuing vocational training for their staff. Only very recently, smaller firms have recognised the value of continuing vocational training for covering their own specific needs. The necessity to adapt to technological change as well as the need to develop and promote staff competences, has gradually taken over from simply recruiting new personnel with the required qualifications, often from across the border.

The measures undertaken to promote internal training as well as the whole area of "on the job" training have nevertheless been hardly publicised so far, as such training is considered to be the sole responsibility of the firms concerned, which do not have to give account to the public at large.
Due to the CVTS (continuing vocational training survey) inquiry, we now know that 60% of firms with a staff of more than ten employees are engaged in continuing training, 23% of which have a training plan and 29% a training budget.
As far as the conditions of access of the individual workers to training activities organised by firms are concerned, employers believe that the management of human resources is their sole responsibility and that, consequently, the choice of priorities is theirs only.

Access to continuing vocational training activities organised by public bodies is, in most cases, free, i.e. every person is free to register if there are places available and, on some occasions, if they can prove that they do possess the necessary preliminary knowledge and competences to be able to attend the training profitably.

The law of 30 June 1976 establishing an unemployment fund, which has subsequently been modified by the law of 24 December 1977 enabling the government to take the necessary measures to stimulate economic growth and to guarantee full employment, has established the first legal basis for continuing training through the implementation of measures for the re-orientation and reconversion of the unemployed.

Since 1977, the organisation of vocational re-orientation and insertion courses for the unemployed has led to the creation of three centres for continuing vocational training.

Training courses for those seeking a job, or for the unemployed, are open to every person registered with the Employment Administration. As far as the organisation of these courses is concerned, five specific main lines can be distinguished according to the type of target-groups addressed. This training, which has the main objective to develop the vocational, personal and social competences of the trainees so as to increase their chances of finding employment, is aimed at the five following target-groups:

- the young, who after compulsory schooling leave the educational system and do not find a job;
- young job-seekers without any vocational qualification who have not yet succeeded in finding a stable and secure employment;
- people who have been unemployed for a longer period of time and people who only receive the guaranteed minimal salary;
- people who want to find a new job or who want to change jobs;
- people who already have a vocational qualification or a professional experience.

Special leave for training is legally fixed for shop stewards and for persons who want to attend training or proficiency courses for instructors of the young and for delegates of youth movements and cultural associations, under the express condition that training activities and proficiency courses aim at the young.
More and more, collective agreements do include continuing vocational training as a means of internal promotion. In this case, often all, or at least part of, the incurred expenses are taken over by the firm.

Various financing models can be distinguished. Employees who take part in continuing vocational training activities may dispose of a credit of "time-on-leave" for part of the course, the other part taking place outside normal working hours; they must, as stated above, pay for either all or part of the registration fees which may vary from a purely symbolic contribution. (nearly nil) up to the amount of 1000ECU per day.
Besides, the law governing taxation on personal income stipulates that everybody is entitled to deduct all expenses incurred through attendance at continuing vocational training. It is important to note that there is no maximum amount for such deductions, tax inspectors taking into account the real amount of money spent for personal continuing vocational training.

11.4 Offer and organisation of continuing vocational training

For reasons stated above, private institutions offering continuing vocational training activities are deliberately not taken into account. Even though the present state of research does not allow to make exact and definitive statements, it can however be estimated that their number approximates one hundred, with the diversity of training courses offered mirroring a high degree of pluralism and great concern for economic circumstances. The table below, giving percentages of attendance, is thus to be read with circumspection.
At present, the State is the most important body offering continuing vocational training activities if one accepts the fact that adult education and training for a second qualification can be included in the definition of continuing vocational training. As stated above, the law

determines which bodies are authorised to offer continuing vocational training activities and, in our presentation, we will focus on the Ministry of National Education, professional chambers, and, for reasons of completeness, on the Luxembourg Bankers Training Institute.

Table 1: Providers and participants in CVT*

Offer of Training	Numb. participants	%
Chamber of Commerce	2317	13
Chamber of Private Employees	1421	8
Guild Chamber	2729	15,3
Luxembourg Office for the Growth in Productivity	1527	8,6
Luxembourg Bankers Training Institute	2124	11,9
Higher School of Labour	665	3,7
Centres for continuing vocational training	1581	8,8
Service for Adult Education	4200	23,6
Luxembourg Language Centre	1248	7,1
Total:	17802	100

**data of 1992-1993*

The analysis of the table above allows certain statements to be made:

- Professional chambers have a percentage of attendance of 36,3%.
- State bodies have a percentage of 39,5%.
- The Luxembourg Bankers Training Institute (the only institution in the private sector that is listed in the table), has a percentage of 11,9%.

Professional chambers, with a total of 6467 participants in continuing vocational training activities in 1992-1993, have started organising such activities to a large extent, in the period after World War II. At that time the aim was to offer those, who had suffered from the deficient educational situation during the war, the opportunity to take an active part in the new start of the national economy.

The ongoing adaptation to technological change, the increase of competition in an ever changing market, the risk of unemployment, those were the motives that increased in importance during the economic crisis of the 1970's. The professional chambers soon took the initiative by creating internal services responsible for the management of continuing vocational training.

On the one hand, the aim was to prepare for an increasingly international market by organising language courses; on the other hand, the objective was to adapt to new "know-how" and management procedures; furthermore, the development of the tertiary sector, particularly of banking and finance, together with the revolution of the new information technologies, brought about a strong need for training and further qualification.

Thus, training activities offered by the professional chambers nowadays cover a large spectrum and are of varying lengths: from intensive training, of not more than one or two days, to courses extending over several years.

The financing of the courses is assured, to various extents, by the chambers' own funds, by subsidies from various ministries (Ministry of National Education, Ministry of the Middle Classes, Ministry of Labour, Ministry of the Economy) and by the registration fees of the participants.

The training activities organised by the Chamber of Commerce are of the following types:
- evening courses leading to official diplomas and certificates;
- seminars and conferences;
- re-orientation and proficiency courses for salaried employees as well as accelerated training courses for applicants for an independent profession, according to the demands formulated by the State.

The Guild Chamber organises the following training activities:
- professional courses in the craft industries;
- courses in management of small and medium-sized firms.

The training activities organised by the Chamber of Private Employees cover the following needs:
- courses in computing;
- courses in accountancy, commerce and finances;
- seminars dealing with economic and social issues.

It should also be noted that a large majority of the above cited training activities take place outside normal working hours.

Since 1965, the Ministry of National Education organises courses for adults. The Service for Adult Education who is responsible for a large proportion of adult education can give such courses by its own means or through sub-contracting. These training activities respond to very different needs and have different objectives. Generally speaking, the aim of the courses, which usually take place in the evening, is to develop human resources by improving professional qualification and the level of general education of the population.

The constantly increasing needs for foreign language learning have led, in the 1980's, to the creation of the Luxembourg Language Centre. This evolution can easily be understood if one considers that, in 1992-1993, a large majority of participants to training activities organised by the Service for Adult Education and the Luxembourg Language Centre, i.e. 78%, attended language courses.

The centres for continuing vocational training, institutionalised since the end of the 1970's, have developed a flexible programme for continuing vocational training destined for various different target publics:
- continuing vocational training courses for individuals or for firms (evening or day courses);

- courses for the unemployed or for job-seekers (for a more detailed description see above);
- evening courses for adults as described above.

The data given in the table above only concern participants to continuing vocational training activities. It should also be noted that in 1993-1994 the number of participants to training activities who were unemployed amounted to 566. The costs of this training are either entirely covered by the employment funds of the Ministry for Labour or in co-operation with the Social European Fund. Participation to these courses is in any case free of charge.
To ensure a large attendance, registration fees for other courses organised by the Ministry of National Education are purely symbolic: they extend from 25 to 75 ECU.
The development of the financial sector caused the Luxembourg Association of Banks and Bankers, since the 1970's, to provide itself with a structure for training.
In the course of time, these activities have increased to such an extent that a real department for training came into being. In 1990, this department was given the legal status of "state-approved institution" and was given the name of "Luxembourg Bankers Training Institute" functioning within the Luxembourg Association of Banks and Bankers. Its objective is to "*devise, implement, develop and promote means, programmes and activities for training in the interest of the banking institutions of Luxembourg*" (extract from the legal status).
The mission of the institute should be seen as a global concept based on the distinction between three types of training:

- initial training;
- training for insertion;
- continuing training.

Initial training and the first level of training for insertion are not relevant to the present report. The second, third and fourth level of the training for insertion are based on the philosophy of employment/training and contain a theoretical, a practical and a linguistic part.
Continuing training as offered by the Luxembourg Bakers Training Institute traditionally contains the following parts:

- general training for bankers;
- seminars;
- foreign language teaching.

The scope as well as the levels of the different courses are in constant development. The length and the registration fees vary considerably for each activity. The Luxembourg Bankers Training Institute charges the real costs to the participating banks who have various systems for charging their employees for the costs incurred.

The Luxembourg Office for the Growth in Productivity was created at the end of the 1950's with the status of a "non-profit making association". The Government is represtend therein by three delegates, nominated respectively by the Minister of the Economy, the Minister of the Middle Classes and the Minister of Finance.
Training activities of the Luxembourg Office for the Growth in Productivity consist in:

- workshops in computing;
- seminars and inter-firm exchanges;
- evening courses in typing;
- tailor-made training.

The length and the registration fees of these courses varies considerably. It can nevertheless be said that 80% of the participants have been sent by their employers who cover all the charges. Tailor-made training activities take place during normal working hours; the number of these activities have doubled between 1991 and 1993.

At present, there is no collective agreement dealing only with continuing vocational training. A study realised in 1992, which analysed 215 collective agreements, revealed that there were around 30 agreements containing paragraphs about continuing vocational training. This number does, however, tend to increase in so far as the various partners involved become increasingly aware of the value of training.
At present, there is no "financial package" which aims at stimulating the training activities. The incurred costs can be deducted, according to the law, from the income tax under the heading of running costs. Furthermore, the law about economic expansion stipulates that special credits at reduced interest rates can be authorised to cover, among others, costs incurred because of the training, re-adaptation and recycling of the workforce.

11.5 Offer and planification

Even though, a legal framework for continuing vocational training is largely absent, the social partners increasingly include training in their collective agreements. Training institutions organise an increasing number of tailor-made training activities. It thus very much looks as if there is a new dynamic in the area of training.

In this context, a tripartite public institution was recently created by the law of 1 December 1992. The National Institute for the Development of Continuing Vocational Training was given the mission to develop concepts for vocational training, and to organise vocational initiation, recycling, reconversion and proficiency training activities with the aim of furthering technological progress and pedagogical innovation. Its role is to offer firms, medium and long term assistance with their training projects, inclusive of needs analysis, the elaboration of flexible and tailor-made training modules and the final evaluation of results. Based on a concept of private firm management, the institute is very close to the national economy, while still remaining an instrument of public policy.

As far as vocational training is concerned, certification is not coherent, i.e. there is no formal official recognition of diplomas. Institutions organising vocational training, may issue certificates of attendance to participants who have been present for at least 80% of the time allocated, others may award participants a diploma or a certificate if they have successfully passed a final test. These diplomas are acknowledged by the Ministry of National Education and testify to a certain level of quality as reflected by the applied programmes and the qualification of the trainers - ultimate criteria of selection for the ministry.

Besides the certification given by public institutions, certificates and diplomas can be accredited, according to the collective agreement, by firms and thus entitle the holder to an increased salary.

To be effective, each training activity to be organised will have to correspond to the actual needs experienced and will have to guarantee a certain degree of quality. If the first factor

(inventory of needs) is given full justice by firms faced with the problem of training the workforce in the new information technologies, the second (guarantee of quality) is much more difficult to manage. As stated above, 23% of firms organising their own training have provided themselves with a training programme and 29% have a budget for training: the two factors will therefore have to be given particular attention.
A recent study carried out within the framework of the FORCE programme concerning the procedures and methods for guaranteeing quality of training, has given rise to some thoughts without, however, allowing us to draw universally valid conclusions.

Institutions organising continuing training tend to consider such activities as a strategic investment by the firms in the qualification of their human resources. They therefore increasingly offer a tailor-made procedure to cover the specific needs of every individual firm, including of the conception and implementation of training activities and their evaluation.

The guarantee for quality essentially focuses on the elaboration and realisation of training activities through complete schedules of conditions, the implementation of coaching after the training, the participation of trainees in the setting-up of training objectives and contents, the experimenting with new pedagogical methods and the selection of trainers. Guarantees for quality aim at ensuring a maximum real transfer of developed competences to the workplace and reveal the absence of trustworthy evaluation tools which are cheap and easy to implement. One can nevertheless also discover a move towards lightened schedules of conditions, complete versions having been judged too cumbersome and too costly to satisfy the needs and fulfil the aims of the firms.

At the level of the quality of training organised internally by firms, the described cases do not allow to draw representative conclusions either. In these cases, the needs to be covered, arise from the strategic and operational objectives of the firms and are translated into action plans requiring well-defined qualifications to be developed individually from the already existing qualifications of the available workforce. The adopted procedure consists in precisely defining the objectives to be reached through training, in developing procedures for continuing control during the training, and in the evaluation of the results obtained at the end of the training. The training is clearly defined as an investment and the trainers act as consultants to the workforce.

These are models for the setting-up of training units and it should not be forgotten that a large proportion of firms have not yet reached such a level in the management of their training activities. Often the training agents only make an inventory of existing needs and set up training activities that lack precise and measurable aims or that do not bear any relation to the operational objectives of the firms; they may also frequently refer to a training course given by an external agent in as far as the existing needs for training of the firm can at least be partly covered by the aims pursued by such a course.

Sensitising firms to the crucial importance of continuing training for the strategic management of human resources is a must before the issue of quality assurance for continuing training can be addressed.

11.6 Conclusion and further developments

The Luxembourg market for continuing vocational training is at present hardly transparent and, to large extent, subject to its own dynamic forces only. The State is the first organiser of continuing vocational training, the professional chambers taking second place. The amount of training organised by the firms, or subcontracted by them to private institutions, seems to be increasing.

It can, in general, be stated that training activities have considerably developed since the 1970's, at all levels. Similarly, since that period, training activities for the unemployed have started to develop.

With reference to the data available for 1992, it can be said that at least 8% of the active population takes part in continuing vocational training; training activities internal to a firm and "on the job" training not being taken into account.

60% of firms are involved in continuing training activities, both internal and external, and invest 1,2% of the total wage bill for such training.

Throughout this chapter, the emphasis has been on the fact that, unfortunately, coherent statistical data are largely missing; a general appreciation of the current situation becoming thus relatively delicate.

The Government has not failed in assuming responsibility for continuing vocational training in as far as a legal framework is about to be developed taking into account the many aspects necessary to stimulate this key-factor of the national economy.

The Government has furthermore submitted the case to the Economic and Social Council to address four important issues in three different areas:

- the financing of continuing vocational training by the firms, the workforce or the State;
- conditions of access for everybody to continuing vocational training;
- the protection of the investment in continuing vocational training by the firms;
- the certification of training modules.

These four issues are to be addressed in the areas of continuing vocational training (i.e. training for employees and for firms), in the area of the economic and social training of the citizens, and in the area of adult education in as far as the latter constitutes a second-chance access to official national diplomas.

Since the Economic and Social Council is still debating, it is as yet too early to make definitive statements.

As the State should not be the only dynamic agent in continuing vocational training, the National Institute for the Development of Continuing Vocational Training was founded to provide a new management tool for such training activities, the reasons for this being:

- State structures, as useful and necessary as they may be, have little flexibility and do not allow to react promptly to the ever changing needs of a private market;
- the condition sine qua non in continuing vocational training is, in the eyes of the Government, the constant pursuit of quality; however, the only real guarantee for the preservation of quality is the permanent pressure arising from competition and rentability considerations.

The National Institute for the Development of Continuing Vocational Training was thus given the status of a private institution of public utility.

Finally, by the setting-up of a National Centre for Continuing Vocational Training - the building of which is scheduled to start in spring 1995 - the State will provide an infrastructure for continuing vocational training. A major characteristic of this centre will be the flexibility and polyvalence of its organisation, of its technical equipment and machinery. Another already existing centre in the north of the country is to be adapted along the same lines.
To conclude, it should be noted that any continuing vocational training is to be considered an assessable investment, the potential rentability of which can be ascertained and the results of which can be objectively evaluated.

12. CONTINUING VOCATIONAL TRAINING IN THE NETHERLANDS

Karel Visser

12.1 Introduction

This overview is based on the Dutch report about continuing vocational training, written by Visser and Westerhuis (1993): 'Continuing vocational training in the Netherlands. Training of the unemployed and the employed'. It's the Dutch contribution related to Article 11 (2) of the Force decision.

The data collection in the Dutch report is mainly based on:

- Inventory and analysis of different arrangements: (1) legislation (especially related to the CVT domain financed out of tax money), (2) collective labour agreements both for the private and subsidised sectors of the labour market, and (3) subsidy schemes, especially the General Training Arrangement (a basic scheme for training for employed and unemployed) and the Contribution Scheme for Apprenticeship Training.
- Statistical data, notably (1) the 'Company Training Survey' of the Central Bureau of Statistics (CBS), which collects every four years data on enterprise level about internal and external training, (2) CBS-statistics about vocational education and external training which are published yearly (Statistics of education), and (3) statistical data about the training of unemployed collected by the Central Board of Employment Services (CBA).
- Other resources: (1) general descriptions and overviews about the system of initial and continuing vocational education and training in the Netherlands and (2) results of specific research projects.

The quality and reliability of the statistical data are rather good, though some data are not available or accessible.

12.2 The main characteristics and features of the Dutch CVT-system: Concept and Definitions

In the Dutch report CVT is interpreted in a broad sense as 'vocational training for adults'; it's a pragmatic definition. A more strict definition produces problems for at least two reasons:

- there is a 'grey area' between vocational education for youngsters and career-oriented adult education, especially in the apprenticeship system;
- there is not a clear line of demarcation between initial vocational education and further vocational training; some vocational education programmes fulfil both tasks dependent on the orientation from the individual's viewpoint.

CVT is 'vocational training for adults':

- who still follow an initial training or a post-initial training;
- who are employed or unemployed;
- which is financed by the government and/or business community and/or partly by the participants;
- which may or may not lead to an official diploma.

The educative provisions, with different functions, which fall under this broad definition of CVT are:

- The part-time equivalents of the regular vocational education financed by the government; part-time senior secondary vocational education (MBO) and part-time higher vocational education (HBO).
- Main functions: promotion function; partly second-chance function, especially part-time MBO.
- The primary level of the apprenticeship system, for as far this is used as a provision within the primary or initial career-oriented adult education (training of the unemployed).
- Main functions: retraining; occupational re-activation for long-term job-seekers and re-entering women.
- The secondary and tertiary levels of the apprenticeship system.
- Main function: promotion function.
- The Centres for Vocational Training and the Vocational Schools for Women (within the specific training for employment strategy).
- Main functions: retraining and re-activation.
- The cursory entrepreneurial education and training.
- Main function: extra training.
- The private written and/or extra-curricular oral education, 75% of which is career-oriented.
- Main functions: extra training within an adaptation function
- External company training courses, possibly affiliated with a branch of industry or sector through a multitude of private organisations (including the above mentioned).
- Main functions: adaptation function; innovative function.
- Internal company training courses: 'on-the-job-training' and 'off-the-job-training'.
- Main functions: adaptation function; partly innovative function.

One can't speak about a 'system' of continuing vocational training in the Netherlands. A conglomerate of educative and training provisions is used whether for diploma-oriented, vocational qualifying training activities or not. This training can be initial and post-initial as well, which depends (1) on the position of the training provision within the 'training market' and (2) on the function which training has for the individual or participant.

12.3 Access and participation

Basis of access.
The basis of access lies in:

- the legislation relating to career-oriented adult education, even though the majority of the training of the employed is not organised via legislation;
- the training agreements, which are stipulated in collective labour agreements (CAO's) as a result of negotiations relating to working conditions;
- the existing subsidy schemes financed by collective means; these different schemes are integrated in 1995.

Legislation and access
The main admission requirements which are applied for a part of CVT provisions (especially in the CVT-equivalents of regular vocational education) relate to previous training and in a certain way to age; in the CVT for job-seekers it is the unemployment status of the applicant.

Collective labour agreements

In addition to legislation relating to the career-oriented adult education (partly initial vocational education, partly further training), the agreements relating to training which are made between employers and employees' organisations during CAO negotiations in part determine the importance attached by society to the training of (the unemployed and) the employed. The agreements which specifically relate to training (situation: 1990) are:

- agreements relating to vocational education and training via the apprenticeship; in approximately 30% of the CAO's;
- agreements relating to general training measures: e.g. training leave for a few days per year; in approximately 40% of the CAO's;
- agreements relating to the establishment or maintenance of training funds. These funds are used to finance plans which must promote training and employment; in approximately 35% of the CAO's;
- agreements relating to studies which are dedicated to different aspects of training; in approximately 25% of the CAO's.

The tendency of a growth in the number of training agreements is however clearly visible.

Subsidy schemes

Two important subsidy schemes are the 'Contribution scheme for the training in the apprenticeship system' (BVL) and the 'General Training Arrangement' (KRS). In the KRS-scheme, for unemployed and as a preventive tool for employees who are threatened by unemployment, the employer must request cost compensation via the Regional Board of Employment Services (RBA). The compensation for training for an unemployed person is 100% of the actual subsidizable costs incurred; for an employed person 50%.

Participation in CVT provisions funded by the government

The participation in these provisions is shown in the following table (situation 1990).

	total	men	women
· secondary and tertiary apprenticeship	47,989	72%	28%
· part-time MBO	55,135	53%	47%
· part-time HBO	52,958	51%	49%
· cursory entrepreneurial education	33,800	?	?
· primary career - oriented adult education	± 18,000	± 34%	± 66%
· vocational training centres	26,654	74%	26%
· women's vocational schools	910	-	100%

The KRS is a subsidy measure which finances training for both job-seekers (85%) and the employed (15%). The achieved obligations, i.e. the number of applications, of the KRS as a training effort was in 1990 70,965.

Participation in company and external training for the employed
The participation of the employed in training courses, with the exception of training-on-the-job and seminars/conferences, is shown in the following CBS table: it shows the number of applications (1990) in the private sector of the labour market and does not indicate the number of participants. Approximately two-thirds of Dutch employees work in the private sector.

Source: CBS, 1992	total x 1000	men	women
· agriculture and fisheries	5.9	85%	15%
· industry	335.2	86%	14%
· public utility companies	18.4	92%	8%
· building industry	61.6	95%	5%
· retail and catering (including repair companies)	215.5	61%	39%
· transport	151.6	72%	28%
· commercial services	290.7	66%	34%
· other services	39.6	63%	37%
Total	1118.5	74%	26%

Also even after this table should have been corrected to take the low level of participation by women on the labour market into consideration, (young) men appear to participate more in training courses. The following sectors in the public sector are not shown in this table: healthcare and welfare; public administration; education.

Employees from companies which had 500 or more personnel accounted for 61% of the participants on the training courses; companies between 100 and 500 personnel for 20%; and companies with 5-100 personnel accounted for 19%. When only the companies which provide their own training courses are taken into consideration, the smaller companies show a higher degree of participation in internal and external company training courses than the large companies.

The training-on-the-job is performed within the company. The lost working hours in on-the-job-training is at least twice as high as the number of lost working hours in off-the-job training, in which approximately 1.1 million people participated in 1990, only in the private sector.

12.4 Supply and Suppliers

Two categories of suppliers of CVT basically exist:

- suppliers in the public sector, financed by the government;

- suppliers in the private sector, including companies.

Supply in the public sector

a. Apprenticeship
The apprenticeship consists of a training component and practical component; the supplemental career-assisted training is taught at an independent school for cursory vocational training (CBO) or at a MBO/CBO college. Approximately one-third of the apprentices attend training at the secondary or tertiary levels in apprenticeship (men: 71%; women: 29%). The primary training is a part of CVT to the extent that it is used within primary career-oriented adult education (PBVE): a provision for training low-skilled, unemployed adults and women who are re-entering the labour market. In PBVE provision 66% of the participants in 1990 were women, and 25% were not Dutch nationals.

b. Part-time senior secondary vocational education
This type of vocational education is provided by MBO colleges and colleges for adult education. The same qualification can be obtained via part-time MBO instead of via the full-time version; sometimes there must be a relevant work setting available in addition to vocational education. The following courses are offered: technical education (± 10%); agricultural education (± 20%); services/health care education (± 18%); economic/administrative education (± 52%).

c. Part-time higher vocational education
This type of training is offered by the colleges of higher vocational education (part-time HBO); it leads to the same qualifications as the full-time version. The following courses are offered: agricultural education (± 1%); technical education (± 9%); health care education (± 9%); economic education (± 18%); social-agogic education (± 19%); art education (± 8%); pedagogic education (± 36%).

d. Cursory entrepreneurial education
Three types of cursory entrepreneurial education exist: in the retail trade in various sectors (65% of the participants); in the handicrafts and services sector (12%); general business knowledge (23%). This type of education will progressively become (more) privatised.

e. Specific training for job-seekers
This training is provided by the 33 Vocational Training Centres (CV) and the nine women's vocational schools, in the form of either technical of administrative training. The CV's provide retraining and extra training to unemployed persons in accordance with a method of individual sped-up training.

The nature of the Career Orientation and Execution Centres (CBB's), as part of the specific training for employment opportunity, is career preparatory. Therefore it is not classified as CVT.

Supply in the private sector

a. Written and extracurricular oral education
In 1990, a total of 237,500 students participated in written education courses at 36 recognised institutes (men: 57%; women: 39%; unknown: 4%). About 41% of these participants follow a training at EC level 1, 51% at EC levels 2 and 3, and 8% at EC levels 4 and 5. Students (57%) followed a course of study associated with economic/administrative, commercial or technical education; 11% of the students followed language courses.
In 85% of the recognised institutes of extracurricular oral education (129 institutes) 158,000 students followed a course in 1990: commercial training (20%); business management (17%); business administration (17%) data processing (13%). Approximately 50% of the students followed a course at EC level 3 or 4; 25% at the higher levels 4 and 5.

b. External training and company training off-the-job
The training market outside the company is extremely disintegrated. A large number of institutes and private organisations provide targeted short-term training and longer training courses. The external training courses are often offered on a standard basis and enrolment is open to individuals out of various enterprises. In 1990, 390.000 external training courses followed in the private sector. In addition, almost 730.000 company training courses were followed in the private sector, only accessible to employees of the firm.
Approximately 60% of these training courses were provided by private training institutes; 12% by branch organisations and 11% by regular schools.

12.5 Demand and planning

Planning and assessment of needs
Data relating to planning procedures are available especially as a result of the training offer financed by the government. When the government, or intermediary organisations, plan this offer, they will ensure that the government budgets are allocated prudently. The plans are based on the predicted number of participants who will make use of the CVT provisions. Much less is however known about the planning procedures which will be used to develop the private and contract-related offer. These procedures can vary from systematic research to waiting for a demand from the market.
An assessment of the needs is conducted particularly by the training market: branches, companies, employment opportunities, individuals. These procedures can also vary: from systematic research to intuitive methods.
This section provides a global overview of the planning procedures used and the method of assessing the needs of both the supply and demand side of the training market.

Planning of activities relative to CVT provisions financed by the government
The planning of apprenticeship training courses is done by the national, branch-specific bodies for vocational education and training. These organisations are managed on a bipartite (social partners) or tripartite (social partners and education/training) basis. They base the planning on career analysis procedures where the emphasis is placed on the concrete developments in working practice (qualitative planning). The planning procedure is stipulated by law. The main priority for the national bodies is to implement a national qualification and training structure for the apprenticeship

and senior secondary vocational education (MBO) which will be determined by the Minister of Education and Sciences.

The responsibility for the planning of activities for part-time MBO lies with the municipalities; the government allocates the budget for the CVT provision. The planning for this CVT provision must be geared to the individual RBA regions. The Regional Board for Employment Services (RBA) plays an advisory role in this planning. In view of the fact the full-time and part-time MBO will merge into regional training centres, this (new) planning will disappear in the short term; the planning will be referred to the Ministry at national level and to the VET and CVT provisions themselves who will then decide whether education and training is to be offered on a full-time and/or part-time basis. The activities and training courses which are offered must fit in with the nationally-defined qualification and training structure for apprenticeship/MBO.

The planning for activities for part-time HBO (higher vocational education) is linked to the activities for full-time HBO, i.e. the training courses which are offered on a full-time basis can also be offered on a part-time basis in each college for higher vocational education. New studies may only be introduced after it has been established that there is a need for such new study (with different graduation variants) on a national basis.

Planning of activities for employment opportunities
The planning of training for employment opportunities is performed by the 28 Regional Boards for Employment Services (RBA) which are managed by representatives from local government, employers and employees. A RBA plans the training offer on the basis of more or fewer systematically collected data on the developments in regional employment and on the characteristics of the group of job-seekers. For the execution of training the RBA can rely on its own training provisions and other institutes. This is performed via an open tendering procedure whose criteria are price, quality and delivery time in order to be able to provide the training courses in terms of employment opportunities.

Planning relative to other CVT provisions
Very little is known about the planning methods which are used by private training centres. It may be assumed that market analysis and targeted acquisition for the benefit of in-company training are common methods. The planning of the offer of CVT contract activities by the regular vocational education occurs on an ad-hoc basis.

Assessment of needs
Agreements about the training of the employed at branch-level are being reached on a more regular basis within collective labour agreements (CAO's). The organisation of the training is often preceded by an assessment of the training needs, which is performed by the training institute in the branch itself or by a specialised research bureau; assessments of needs conducted by representatives of employers or employees' organisations also occur. The various methods which are adopted here, have recently been described in manuals which have been produced for the benefit of small- and medium-sized companies.

The assessment of the needs of companies is performed at various levels: at the level of the environment of companies; at the level of the company itself; assessment of the training needs at the level of task-performance. At the level of analysis of the environment of companies, future

analyses and informal individual contacts appear to do best as tools. At the level of behaviour of the employees at work, evaluation talks and the analysis of tasks are the most frequently used.

Little is known about the question of how individuals analyse their training needs and select the training which is relevant to them. It may be assumed that career ambitions and wishes to change functions in the long term either within or outside the company where a person works are deciding factors.

Many parties can function as brokers between those who need CVT and those who offer it: branch-organisations; training funds, which are intended to purchase or develop a relevant training offer for a branch of trade and industry; regional educational bureaus to benefit the training for the unemployed.

Quality control
Two methods are used for quality control of CVT training courses. These two methods, which are as follows, must not be regarded as necessarily complementing each other: (1) legal regulations for the organisation of training courses and examinations, and (2) self-imposed quality control system or imposed by interested parties.

Quality control by means of legal regulations
The most important quality control tools with a legal requirement are for the CVT provisions financed by the government:

- the presence of a qualification and training structure (apprenticeship/part-time MBO). Steps: job profiles -training profiles - training development;
- established examining regulations connected with national diplomas (apprenticeship/part-time MBO/part-time HBO);
- national visitation committees: external quality control in (part-time) higher vocational education.

A second type of a legislative tool is the Approved Education Institutes Act (WEO) which is applicable to private training institutes who provide training courses whose successful completion is marked by the award of a national diploma or their own diploma.

Quality assurance via quality systems for vocational training
During the last few years, notably in the world of external company training, there has been much debate about the certification of training institutes. The point of departure is that the business community has an urgent need for a clear understanding of the training market, which is being affected by proliferation. The fact that it is becoming increasingly more difficult for a company to decide which training institute can most optimally meet specific training needs, is a reason why the Ministry of Economic Affairs should monitor the quality of the training courses. Upon the request of this ministry, the organisation CEDEO provided an answer to the following question: What is the best method of gaining a clear understanding of the quality of a training institute so that companies can use training courses in a more targeted and result-guaranteed manner as a tool in the event of company changes?
One method would be to introduce certification of training courses. The objective of this method is - after testing - to provide objective confirmation that a training institute adopts an established policy which is aimed at training persons to a satisfactory level, who have sufficient knowledge and know-how within a specified period of time and at an acceptable cost. The CEDEO Training

Databank collects data on training institutes which have been evaluated in terms of customer satisfaction, continuity and the degree of business-orientation.

Various branch organisations (and training funds) choose to do the same when it comes to training programs for the own branch by publishing a catalogue stating the training offer which is deemed suitable for the business community in the branch of industry concerned.

12.6 Conclusions and further developments

Adaptation to new demands
In the Netherlands, the situation surrounding the training of people with or looking for work is beginning to show a number of trends that are intended to contribute to a development in the level of qualifications among the population that can meet new technological and work- organisational requirements emanating from the demand side of the market and that will enable those working or looking for work to attain or maintain qualifications vital in terms of the labour market. Essential measures include (1) a greater number of activities intended to elucidate the demand for continuing vocational training, so that CVT can be effectively co-ordinated to organised demand and (2) activities that are to guarantee that every resident in Dutch society acquires a minimum basic vocational qualification for the labour market (see: next point).

Basic vocational qualification
The policy adopted by the government and social partners stresses the importance of (future) school-leavers, those looking for work and those already working having a minimum basic qualification for the labour market at least EC training level 2. It is also important that agreements be reached on the allocation of responsibility in this matter:

- the government is primarily responsible for initial vocational training;
- in a corporate model, the government and social partners are jointly responsible for the training of those looking for work;
- industry is primarily responsible for the training of those in work.

In the Netherlands, the actual goal of attaining a qualification at the level mentioned above is placed in perspective by two additional comments: (1) not everyone should be considered able to complete a course at the mentioned level and not every job requires this minimum level of qualification, and (2) the percentage of the Dutch working population with a job without official proof of attainment of a basic qualification is relatively high.
Improving the chances of attaining a basic vocational qualification for as many citizens as possible can be effected by different tools, e.g. (a) improving flexibility and differentiation within the apprenticeship system, (b) working towards recognition of alternative learning routes and (c) specific subsidy schemes designed for industrial sectors and companies with a view to creating more basic qualifications.
No amount of measures can detract from the fact that a great deal of stimulation work has still to be done in order to realise this pretentious aim. The parties involved are faced with a prisoner's dilemma: will whoever takes the lead in this matter automatically have to bear the brunt of the costs as well?

Men and woman
The level of participation of women in the Dutch labour market is relatively low. This explains the low numbers of women participating in CVT to a large extent. However, there is a relatively intensive women-participation in programmes in CVT courses financed by the government. In order to promote equal opportunities for women in participation in (initial and) continuing vocational training, a number of mostly small-scale measures have been/are being implemented. Although improved access to CVT programmes for women is desirable, it is not the key problem with regard to the (in)equality of opportunities between men and women. That problem is formed by the level of participation in paid work.

Small and medium-sized enterprises
Small and medium sized business has an important place in the Netherlands; it is the largest supplier of employment. In relative terms, this sector makes less use of the training possibilities than its large-scale counterpart, although the difference has been reduced the last years. Employees and/or social partners, stimulated by the government, are taking measures to promote CVT, e.g. (1) rising the number of training provisions in collective labour agreements, (2) creation of training funds financed with a modest percentage of the average wage, and (3) subsidy schemes. It should be pointed out that the question of persuading people to regard CVT as an 'investment' instead of an 'expenditure term' is still a persistent problem; and that the entire range of measures and stimulants is not reaching 'very small business' to a sufficient extent.

Transparency
There seems to be a trend towards more and more control of the processes on the labour market: The 'controlled training market"? This control is expressed in:

- a normalisation of the development of demand for CVT in the same way as in regular vocational education: sectoral foresight studies; development of a qualification structure;
- a collectivisation of the development of demand for CVT by employment and sector organisations;
- increasing the transparency of the courses available by improving the supply information on CVT and additional structuring of the training course supply. The improvement of the supply of information is expressed in a lot of activities, which will only increase in the nineties;
- further control of the link between supply and demand by 'intermediary organisations'.

For the immediate future, it is important to develop the transparency on the supply and demand side still further, but also to pay more and even more explicit attention than has so far been the case to the quality of both the elucidation of the demand and the CVT courses available.

Access
The groups with a vulnerable labour market position in the Netherlands include members of ethnic minorities and migrants on the one hand, and the handicapped and those (partially) incapacitated for work on the other. In order to combat these problems, measures have been adopted that have so far offered only minor relief.

Training those with or looking for work is assuming greater significance in the Netherlands. The general option is that, more so than is currently the case, intensification of this trend will also have to benefit those with a low level of education and those with a vulnerable position on the labour market. Everyone is convinced that far more will have to be done if this goal is to be achieved.

13. CONTINUING VOCATIONAL TRAINING IN PORTUGAL

Maria Joao M. Filgueiras

13.1 Introduction

From the statistical data available at the moment of compiling of this chapter, we can characterise Portugal as a country which follows Europe in all the main indicators, although the specific dominant trends differ.

The population in general has been ageing, because of a reduction in the birth rate and increased longevity. This increase in longevity has had a double effect: an increase in the population and an higher average age of the population. This has been offset by an increase in the economically active population, i.e. the working population. This increase appears to be linked to an increase in domestic work and a growing female employment. This trend continued until 1991, but then changed somewhat as a result of the economic recession as from 1992.

Workers in jobs accounted for around 73% of the employed population in 1993, down about 3% from 1992. This is the result of a drastic reduction in the number of unpaid jobs in family businesses, and has been offset to a slight extent by an increase in self-employment. However, this increase could be closely connected to the emergence of new forms of relations between workers and employers, which are less stable and less binding.

The service sector is now the dominant force in the economy, growing all the time, with agriculture contracting significantly, and manufacturing also, to some extent. The sectors of manufacturing hardest hit by job losses have, of course, been those worst affected by the recession, as for example textiles, footwear, clothing and chemicals.

In terms of academic and occupational qualifications, there has been a slight increase in the numbers of middle management and, to some extent, highly skilled workers, thanks to a major training drive, but the bulk of the working population in Portugal is still characterised by low skill levels.

Industry in Portugal is characterised essentially by SMEs; companies with less than 500 workers make up 99.8% of industry. Of these, 95.7% are companies with less than 50 workers, employing 45% of the workforce. Only 0.2% of companies employ more than 500 workers, but they account for around 22% of employment. This points to an industrial fabric based essentially on very small companies and micro-enterprises.

After a period of almost full employment, unemployment began to increase in 1992. The jobless rate rose to 5.5% in 1993, with women and young people affected worst. There has also been an increase in long term unemployment, which although it is not excessively high, is very worrying because of its adverse social effects.

Long term unemployment affects mostly those aged between 25 and 44, although those over 45 are also badly affected. We can conclude that there are serious risks of social exclusion for this segment of the population.

The continuing training system has sought to adapt to this situation by creating policy measures designed to bring the unemployed back to work and to retrain workers whose jobs are under threat through vocational and employment training schemes in order to encourage self-employment, in addition to incentives for companies hiring the long-term unemployed.

An important role in this has been played by management and union organisations represented on the Economic and Social Council and by government and IEFP bodies at national, regional and local level, at the Employment and Training Observatory and the National Certification Board.

13.2 CVT - Principal concepts and definitions

The terminology used in Portugal is based on concepts, of which we shall present those most connected with CVT. However, as this kind of training can involve the acquisition of an occupational qualification, a concept which is related to the definition of **initial training**, this is where we shall start our presentation.

Initial vocational training

Initial vocational training is understood as "training in order to acquire the essential skills for beginning to work in an occupation. It is the first complete training programme which qualifies the workers to perform the tasks which make up a job or an occupation". The concept also covers:

- **Basic vocational training** - training for the acquisition of basic skills, practical abilities, attitudes and forms of behaviour which constitute the indispensable basis for the exercise of an occupation, or a group of occupations, with a view to continuing with more specialised skill training or immediate employment.

- **Skill training** - training to enhance, develop and broaden practical abilities, attitudes, forms of behaviour or skills acquired during basic vocational training, needed for certain occupational tasks.

When using this terminology, the concept of vocational qualification corresponds to the concept of initial vocational training, in other words any initial vocational training which leads to an occupational qualification. This can be acquired through many routes, notably:

Continuing vocational training

Continuing vocational training is considered as training which includes all the organised and institutionalised training processes subsequent to initial vocational training, designed to allow workers to adapt to changing technology and techniques, to further the social well-being of individuals and to enable them to contribute to cultural, economic and social development.

Continuing training includes:

- **Upgrading training** - designed to equip the trainee with a skill level higher up in the occupational hierarchy.
- **Refresher training** - designed to allow trainees to update or acquire new skills, abilities, attitudes and forms of behaviour within the same occupation, in order to keep abreast of scientific and technological progress.

- **Retraining** - designed to provide the trainee with skills different from those he/she already possesses, in order to work in a new occupation. This might involve initial training followed by skill training.
- **Further training** - designed to follow on from initial training and to complement and enhance skills, abilities, attitudes and forms of behaviour with in the occupation in which the trainee works.

More recently, with the purpose of standardising the language used by those working in vocational training under the Community Support Framework, the following definitions have been adopted:
Trainer - the person who, in the course of a training activity, establishes a pedagogical relationship with the trainees, facilitating the acquisition of skills and the development of attitudes and forms of behaviour.
The trainer may be known by other names, depending on the methods or structure of the training organisation: teacher, instructor, monitor, "animator" or tutor.

Consultant - generally, a person not belonging to the training organisation who supports it in needs assessments, the design of training policies and curricula, and in programming, executing, supervising and evaluating training courses.

Training officer/manager - a person involved in sensitisation, design, preparation, evaluation and management for training activities. Usually known as training officer, worker, coordinator or manager.

Classroom training - designed to enable trainees to acquire and apply theory/background knowledge related to social, cultural, scientific and technological aspects of the occupation. Generally conducted in classrooms or under the supervision of the trainer.

Practical training - designed to enable the trainee to acquire and develop the skills needed for his/her occupation. It can take the following forms:
- **Simulated training** - carried out in a training context, i.e. a workshop, laboratory or other place where trainees may try out and experience processes, techniques, equipment and materials, under the supervision of the trainer.
- **On-the-job training** - carried out in a real working situation, in order to develop the skills acquired during training, under the supervision of a company training officer, generally known as tutor.

13.3 Access to training and participation

Access to CVT in Portugal is the right of every worker and this right is enshrined in the Constitution. In recent years, the new *Economic and Social Council* (created in 1991 by Law no.108/91 of 17 August) has been at the centre of efforts to increase the involvement of management and unions in employment and training policies. It is a consultative body and a forum for negotiation in the area of economic and social policy, which takes part in the design of development *plans in the area. A wide-ranging Economic and Social Agreement* was signed in 1991, including a *Specific Agreement on Vocational Training Policy*. The agreement

has had a significant influence on the development of training policies in Portugal, and covers six basic areas, including:

- improved coordination between training and working life;
- finding employment for underprivileged groups;
- an intensification of CVT.

Measures have been taken to achieve the agreement's objectives in the area of CVT, with a view to developing the conditions for wider and more frequent access to CVT in order to satisfy the rights of individuals, while at the same time safeguarding the normal operations of the companies in which they work. This will be achieved through measures in the area of occupational certification and by providing nationwide coverage with the human and material resources needed for this end. In order to do this, two Decree Laws (nos. 401/91 and 405/91) have been passed, the first of which establishes a legal framework for vocational training in general, and the second regulating training in the labour market. In addition, Decree Law no.95/92 has been passed, establishing the legal framework for occupational certification. This last law seeks to set out the procedures and requirements for developing an occupational certification system, attaching value not only to skills acquired through formal education and training but also those acquired through professional experience. The system is based on a tripartite national Commission which creates technical boards for each industry. The technical boards define the referential framework for the certification process.
Other important legislation in this area is the Ministerial Decree no.86/92 which establishes training grants for which workers apply on their own initiative. This measure points the way, albeit timidly, to the individual right to vocational training.
We should also mention Decree Law no.397/91 which regulates holiday rights and unpaid leave. Under certain conditions it allows workers to enjoy long periods of unpaid leave in order to attend vocational training courses.

Other legislation has been published in order to back up the implementation of the Community Support Framework (1989 - 1993). Under this Framework, around half of the resources were allocated to developing CVT, which is a clear indication of the importance attached to upskilling the Portuguese workforce. The table below illustrates the evolution of investment in CVT between 1986 and 1992, in comparison with total investment in vocational training. The quantitative leap, as from 1990, when the CSF came into force, is clear.

Table 1: Investment in CVT compared to total

INVESTMENT	1986	1987	1988	1989	1990	1991	1992
TOTAL V.T.	54.917	96.720	92.221	103.728	24.303	70.626	133.089
C.V.T.	14.455	18.545	20.767	15.338	11.831	42.282	82.953
%	26,3	19,2	22,5	14,8	46,7	59,9	62,3

Source: DAFSE

This once more clearly illustrates that there has been a significant shift in training policy towards continuing training since 1990. Between 1986 and 1990, CVT rose from 26% to 47%

of total training expenditure, thereafter growing more slowly, at around 60% and 62% in 1991 and 1992 respectively. The most significant growth in the period 1990-92 was in 1990, this being the year when the new framework rules came into force.

Table 2: Investment in CVT compared to total

(1000 ECU)

INVESTMENT	1986	1987	1988	1989	1990	1991	1992
TOTAL V.T.	280.189	493.469	470.515	529.224	123.995	360.337	679.026
C.V.T.	73.750	94.617	105.954	78.255	60.362	215.724	423.230
%	26,3	19,2	22,5	14,8	46,7	59,9	62,3

Source: DAFSE

This table is the same as the above, with the figures in ECUs.

The priorities established in law take care to provide for the more disadvantaged - in terms of academic or vocational qualifications, the unemployed and those facing the threat of unemployment. In order to facilitate access to CVT for this group, small scale Operational Programmes have been created to provide access to vocational training for underprivileged groups. This has taken the form of promoting the quality of opportunities for women and measures designed to equip other disadvantaged groups - the disabled, prisoners, drug addicts, and ethnic minorities - with skills and access to employment.

The training given in this area is generally designed to give a vocational qualification to both young people and adults, in order to better their chances of entering the job market. This is the final objective. In 1992, this training was provided for 1900 persons considered disadvantaged. 6000 disabled people, around 74 drug addicts and 30 young people at risk. A group of emigrants was also targeted for vocational training under specific Operational Programmes: this involved around 230 trainees.

There has also been legislation to facilitate access by SMEs to training with the aim of enhancing company competitiveness through upgrading personnel skills. However, despite efforts in this direction, the expected results have not been fully achieved, for reasons which often concern a lack of information and awareness-raising on the part of industrial organisations, and sometimes the difficulty in releasing workers to attend training. Corrective measures have been included in the new Community Support Framework (1994-1999). These measures include the creation of an institutional network of consultants who can help SMEs throughout the process, from needs analyses through to design and supervision of training courses when necessary.

To sum up, we can say that in 1991 approximately 7% of the working population in Portugal attended training activities, which represents an increase of 1% over 1990, and in the period 1990 - 92 an estimated 850,000 workers took part in training.
We may therefore conclude that policy measures to improve access to CVT in Portugal have met with some success, although we are well aware of specific problems which have arisen

and which need to be corrected. Provisions for this has been made, as mentioned above, in the new CSF.

13.4 Provision and training providers

Training in Portugal is provided by the public sector, which works predominantly with young people (initial training) and the unemployed (back-to-work training), and by the private sector. which works mainly with industry and workers seeking CVT.
However, state vocational training centres, namely those run by the IEFP, also provide training designed to fulfil the needs of industry, especially for SMEs which lack the resources for their own programmes.
This means that the principal providers of CVT are companies which develop training to meet their own needs, and other private sector organisations, normally in the form of training services funded by employers' associations or unions.
However, in order to make rational use of resources, companies often allow a number of unemployed workers to join their training groups.

The state Continuing Vocational Training system cuts across several ministries, involving most significantly the Ministry of Employment and Social Security. The ministry is responsible for training, and runs the IEFP network of 22 VT centres, in addition to a further 27 training centres which it runs jointly with industrial or workers' associations. The table attached illustrates distribution of the centres around the country.

Other ministries also run training training initiatives, including:

- The Ministry of Agriculture and Fisheries, with its own nationwide network of training centres.
- The Ministry of Trade and Tourism, which runs the National Training Institute for Tourism, which possesses a network of catering and tourism colleges.
- The Ministry of Health, which has a network of Health Service Training Colleges. a network of Nursing Colleges, the Higher Institute of Dental Medicine and the National Institute of Health.
- The Ministry of Industry, which has the National Institute of Engineering and Industrial Technology, which in turn has a Technical training Centre and a network of Technology Centres. These institutions are created on the basis of cooperation agreements between the ministry and the private sector in order to develop technology in particular industries.
- The Ministry of Education, with schools and university institutions.
- The Ministry of Defence, which runs the vocational training system for the three armed services.
- The National Institute of Administration (INA), which is responsible for the Presidency of the Council of Ministers and also for the National Civil Engineering Laboratory which offers training in a number of specific areas for specific target groups.

The training offered by the private sector, namely by companies, industrial and trade associations, is aimed normally at workers, and generally takes the form of further training.
This training is normally provided in company training centres, which exist in most large companies, or in training centres or colleges created by associations in order to meet their

members' needs. The most significant of such centres are the training centres of the Portuguese Industrial Association (COPRAI) and of the Oporto Industrial Association, the Banking Training Institute of the Portuguese Association of Bank Workers, and the Portuguese Insurance Institute, run by the Portuguese Association of Insurance Companies.

There are also other private operators in the training market, normally in the form of consultancy companies which offer a range of services from needs analyses through to the operation of training courses. However, companies generally use the services of these operators only when they have a proven track record, and otherwise prefer to use their own resources.

The following table gives a breakdown of the different types of operators in the Portuguese training market.

Table 3: Percentage of training administered by different operators

EMPLOYER COMPANY	CGD	CGP	TRAINING COMPANY	EMPLOYERS' ASSOC.	UNIONS	FORM.	OTHERS
33%	13%	5%	14%	8%	1%	7%	19%

Source: DEMESS - Training Survey 1991

The breakdown shows that 33% of training is administered in-house by companies, 18% is provided by IEFP training centres, 14% by training companies and around 9% by industrial and union organisations.

CVT normally takes the form of further training, which represents almost half of all CVT. This is followed by refresher and updating training, which represents around 30%. Skill training, which requires more time, surprisingly accounts for 22% and retraining around 2%.

The profile of vocational training in collective bargaining agreements may be characterised as follows:

- In all agreements, vocational training is regarded as the responsibility of the employer. It is normally established as one of his duties, with practical consequences resulting from failure to provide it.
- In some cases, the organisation by companies of vocational training is made obligatory, at least in certain situations, such as vocational reclassification or the introduction of new technologies.
- Attendance of courses and training activities sometimes figures as a duty incumbent on the workers, but this is rare.
- There are other cases of vocational training being negotiated between management and unions, leading to duties being established for both sides.

The following are examples of provisions concerning vocational training in collective agreements. They are to be found predominantly in company agreements in large public sector corporations:

- companies are obliged to negotiate annual training plans with workers' representatives, who are given the right to information and to be consulted in the field of company training;
- attendance at training activities is made a condition for promotion to certain posts.
- company accounts must be organised in such a way as to show vocational training spending;
- a certain percentage of personnel expenditure must be invested in vocational training;
- training activities must be organised jointly with the trades unions;
- finally, worker-management boards with powers to intervene in the field of vocational training;
- vocational training is not normally regarded as an area where workers or their representatives participate, i.e. in designing and programming training activities.
- In conclusion, it is not possible to establish to what extent in-company training is or is not a consequence of any company obligations accepted in collective agreements.

13.5 Provision and planning

Other aspecst of CVT: Planning; Quality and certification
The skills training needs of the Portuguese working population were presented in the analysis in the REGIONAL DEVELOPMENT PLAN (PDR) drawn up in 1989. This was the basis for the Operational Programmes which were implemented under the Community Support Framework 1989 - 1992.
This needs analysis was in turn based on research which projected scenarios for human resources needs up to 2005.
Information was gathered from industry through a Vocational Training Needs Survey for '90, '91 and '92, conducted by DEMESS.
The principal findings were that 40% of companies have training needs, with companies with more than 500 workers having the greatest needs.

The findings also showed that industry's main needs were for further training and skill training; companies expected to meet these needs through in-house training. The main motivating force for training was found to be new technology, especially in manufacturing industry. The target population for training were production workers in manufacturing industry, machine operators and drivers in transportation - a population with a comparatively low level of skills.

A diverse range of methods is used to detect training needs in companies; this work is done either by company personnel or by outside contractors. One of the most common methods is to listen directly to management. In large companies with specific training departments or systems, needs are detected by the relevant personnel, who are normally properly equipped for the task.
Training needs are then either dealt with directly by the departments concerned, or in companies with a distinct training department or other department operating in training-related fields, the information is then directed to this department, which draws up a training plan.

The training needs are then met either by the company's own resources, in which case the company has its own training staff or else other staff who can be temporarily released from the

normal duties in order to administer training, or else, when the company lacks the necessary resources, by an outside training contractor/provider.

In some cases, especially SMEs, companies lack the capacity for needs detection, and so bring in consultants, normally from the private sector. The consultants are able to offer a service from needs analysis up to the design of a training plan, and possibly also training management and coordination.
However, this does not occur with any great frequency, because of low awareness of the importance of training as a form of investment, and often because of a lack of information on services and subsidies available to help with the initial costs of training.
There are therefore, a number of operators on the market who offer this kind of service to companies, when requested. These operators are generally service companies attached to universities and university research offices. As mentioned above, an Institutional Consultants Network is currently being piloted with the aim of channelling the work of these organisations towards SMEs, to make full use of existing know-how.

A new survey was recently conducted on training needs in industry for the period '93, '94 and '95, with findings similar to the first survey. The main needs still tend to be for further training, and large companies show greater training needs. The bias towards large companies is a natural result of the organisational changes which they have been going through as a consequence of the recession: they have had to streamline operations and concentrate as much as possible on quality.

Quality assurance
There is no quality assurance system for vocational training in Portugal. However, there is a quality certification system for companies, which includes certification for human resources and vocational training. But this is regarded as only part of a much wider process in which the overall aim is certification of the company as a whole.
However, we should point out that systematic efforts have been made to provide quality assurance for vocational training in Portugal. The Institute of Employment and Vocational training (IEFP), an official government body, is responsible for controlling quality from the start to finish in training activities, and for supervision of the same. This responsibility covers all training in the country, i.e. not only the work of its own training centres and those run jointly with other industrial/union organisations, but also the work of other training activities supported in any form by the IEFP or conducted by organisations which wish to have their training accredited by the IEFP.

In terms of an overall system of quality assurance, IEFP seeks to match supply and demand at a national level, to follow through developments and control results. However, we should note that unions and management play an important role in this, through their representation on the Vocational Training and Employment Observatory, on the Executive Board of the IEFP, the

Regional Advisory Boards, the Advisory Boards of the IEFP's Training Centres and on the Executive Boards of the training centres run by IEFP in conjunction with industry.

Certification
The only system of formal qualifications in Portugal is the academic system of schools, colleges and universities. No training qualification system has been created.

For this reason CVT (depending on the type of training - skills training, refresher training, etc.) can be accredited by the IEFP. Accreditation is important for the labour market, in view of the tripartite structure of the Institute, and its national responsibility for vocational training.

A new *Certification Standing Committee*, is working with a view to establishing a national system of qualifications. The work of the Committee is coordinated by the Ministry of Employment and Social Security and its members include representatives of the Ministries of Education, Agriculture, Industry and Energy, Public Works, Transport and Communications, Health, Trade and Tourism, and the Maritime Ministry. Alongside these delegates, the Committee includes representatives of industry and trades unions - the Confederation of Portuguese Industry, the Confederation of Portuguese Trade and the Confederation of Portuguese Farmers, on the management side, and the General Confederation of Portuguese Workers and the General Workers' Union, representing the workforce.
Specialist sub-committees are currently being established to deal with specific sectors or trades, as provided for in the legislation.

The law establishes the following procedures for certification:
- The award of a training certificate by training providers, identifying the trainee and detailing the course - title, curriculum, number of hours, starting and finishing date, and final evaluation. The document is proof that the trainee met the objectives of the course, regardless of any official accreditation which the course might have.
- Training providers which award certificates may do so on the basis of practical experience, allowing the holders to train for the occupational skills certificate.
- The award of an occupational skills certificate which certifies that the holder has the skills needed for a particular trade, based on training certificates, working experience or certificates issued in other countries, detailing the skill level or the equivalent academic grade, when appropriate.
- This type of certificate can be awarded by the local offices of the IEFP, its training centres and the centres it runs in conjunction with industry, and also by various departments and bodies run by different ministries and the governments of the autonomous regions, provided they are duly accredited by the Ministry of Employment and the relevant member of government.

13.6 Conclusions and further developments

Portugal has experienced rapid economic growth in recent years, which resulted in a scenario of almost full employment. Since the end of 1991 the pace of growth has slowed, which has had consequences for employment. The rise in unemployment has mirrored changes throughout Europe, but in Portugal the effects have been much less dramatic.

Young people are kept in education until 15 or 16 years. The education system provides them with broad-based personal and academic training, and increasingly with vocationally oriented

teaching. The vocational training systems exists in order to train people with a direct view to integrating them in the labour market.

Coordination between the two systems has improved markedly in recent years, particularly in respect of training for young people, and there are more and more joint initiatives, such as the apprenticeship scheme and vocational colleges.

The continuing training system is almost exclusively concentrated under the Ministry of Employment and Social Security, with the exception of technological courses given by the formal education system, when aimed at the working population. These courses are generally given in the evening.

There is an growing trend for greater participation in education and training by industry and trades unions at local, regional and national level. This can be seen in the new vocational colleges created by the recent Education Law, and in the creation of advisory boards for the IEFP Training Centres (currently being implemented).
These developments are reflected in new legislation, which has created a national Social and Economic Council, established the composition of the Executive Board of the IEFP and the National Apprenticeship Council and has also, at local level, created regional advisory boards and vocational training centres.
The Community Support Frameworks, for 89-93 and 94-99, have been complemented by legislation on vocational training in general and training in the labour market in particular, as well as regulations on training concerning trainers, trainees and subsidies.

Vocational training, and CVT most of all, is only rarely touched upon in collective bargaining, or even in general relations between management and workers' representatives, although it is sometimes mentioned in collective labour agreements. Specifically, vocational training is referred to in 66% of Company Agreements, in around 27% of Collective Labour Agreements and in 22% of Collective Employment Contracts. This means that around 43% of the workforce is covered by these agreements.

Investment in training, apart from in the turnaround year (89-90) between the two Community Support Frameworks, has increased significantly, especially during the period of the CSF 90-93. This increase has been funded from various sources, including the European Social Fund, the state and the private sector. The most significant increase in funding has been for CVT, which in 1991 represented 60% of investment in vocational training.

The organisations most active in CVT in Portugal are companies, and most of the training provided consists of further training, which accounts for around half of the training they provide. If we take 1991 as an example, we find that of 370,000 individuals taking part in training, only 20,000 attended IEFP training centres. This shows the real importance of industry as a provider of CVT. If we take a closer look at the figures, we also find that it is the larger companies which have the most workers taking part in training.
CVT activities in industry are concentrated mostly in manufacturing (metallurgy, metal products, machinery and equipment, food and drink), electricity, banking and insurance, transport and communications and personal services. Longer term CVT, which presumably

leads to higher skill levels and qualifications, is found in textiles and apparel, furniture, printing and publishing, civil construction and public works.

We may therefore conclude that the number of companies and workers involved in vocational training in recent years, and especially since 1990, has been significant.

However, if we take into consideration the skills structure of the Portuguese workforce, and the evolution of this structure, we find that the results are less significant. This is due to various reasons, and we feel this is an area which deserves more detailed study. We may, nonetheless, conclude that a continued commitment to CVT is needed in order to improve the level of academic and vocational qualification of the Portuguese workforce.
The vocational training activities and courses conducted over recent years have included programmes for specific groups with greater difficulties in gaining access to the job market. The programmes are designed to help overcome these difficulties. This consists of training and qualifications aimed at the unemployed, especially the long term unemployed, women and other minority groups such as drug addicts, prisoners, immigrants, etc..

In order to help enhance the overall quality of the training system, we should not ignore the question of trainer development. The IEFP has a National Trainer Training Centre, which designs and runs training courses for trainers and other training workers and also assists other organisations working to the same objectives.
In Portugal, trainers do not normally specialise in either initial or continuing training, working instead in the area where they are needed. Generally, only state-run training organisations and companies which are large enough have a permanent training staff. These trainers represent only a small proportion of the trainers working in the country.

In order to make the training system more effective and efficient, various steps have been taken to improve planning, quality and certification.

These have included the creation of the Employment and Vocational Training Observatory, which seeks to help match supply and demand in the job market by identifying mismatches and then taking corrective action at a local level, the *Institutional Consultants' Network*, which aims to help companies, and especially SMEs, to diagnose their training needs and establish a training plan, and the *Certification Standing Committee* and the *specialist technical boards*, dealing with specific areas of training, which are working towards implementation of a National Certification System.

The structure designed for the new CSF (94-99) presupposes framework-programme managers, in order to decentralise management and to allow for wider and more varied capacity for local intervention than has existed up to now.

14. CONTINUING VOCATIONAL TRAINING IN SPAIN

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14.1 Introduction

The present work is a summary and an updating of the report on `Continuing Vocational Training in Spain'[1], carried out in collaboration with the Spanish Ministry of Labour and Social Security[2]. This report was presented and approved by the National Coordination Unit FORCE on November 3, 1993, fulfilling the provisions set out in article 11.2 of the European Council Decision, of May 29, 1990, for which the FORCE Programme[3] was created.

The most relevant information used in the drawing up of the Report refers, on the one hand, to the expenditure on vocational training by Spanish employers and, on the other hand, to the participation of the labour force, both employed and unemployed, in training activities.
There are fundamentally two official sources of information on the expenditure on vocational training by Spanish employers:

- The Labour Costs Survey of the National Statistics Institute (Instituto Nacional de Estadística - INE), relating to the 1988 results and published in 1992. This Survey contains a heading on `Vocational Training Expenditure', which includes the cost of paying for material (books and tools), as well as payment for the training courses given.
- Secondly, the annual report on Collective Bargaining carried out by the General Office of Economic Policy (Dirección General de Política Económica - DGPE) of the Ministry of Economy and Finance. Since 1988 this report has included information on Vocational Training, and particularly on company expenditure on training activities. This last concept is similar to that used by the above mentioned survey and neither one includes the amount paid by firms as the Compulsory Contribution for Vocational Training[4].

In connection with the participation of the active population, both employed and unemployed, in vocational training activities, the following sources can be identified:

1. The Survey on Active Population (Encuesta de Población Activa - EPA) carried out by the National Statistics Institute (INE). This source supplies information about the average number of the active population, employed and unemployed, who are engaged in studies related to any given activity or profession at any given moment of the year. This is, undoubtedly, an indicator unable to determine precisely the importance of Continuing Vocational Training in Spain, but it must be taken into account that in this area it is very difficult to find a totally satisfactory indicator.
2. The Labour Statistics Yearbook (Anuario de Estadísticas Laborales) published by the Spanish Ministry of Labour and Social Security. This source offers detailed information about the number and the characteristics of the people receiving Occupational Vocational Training organised by the Labour Administration. Furthermore, the Ministry of Labour and Social Security has put at the disposal of the authors, all the requested information relating to Vocational Training.

The information supplied by the Foundation for Continuing Vocational Training within the Company (Fundación para la Formación Continua en la Empresa - FORCEM), founded after the National Agreement on Continuing Vocational Training signed by the social partners in 1992. This information refers to the results of the financial aid programmes of this institution for the promotion of CVT at the company level in 1993 and part of 1994. Along with these sources of information,

other sources have been analyzed, including collective agreements, the regulation of Public Occupational Vocational Training, many documents made available by the Ministry of Labour and Social Security, and the national and international bibliography existing on the subject.

14.2 Concepts and recent trends on Continuing Vocational Training in Spain

Over the past decade, the problems arising from the training of employed workers has acquired ever-increasing importance in Spain, making both the Government and the social partners more interested in the matter. This greater concern for CVT derives from the following reasons:

- an increasing awareness of the strategic value of vocational training to improve the competitiveness of firms;
- the need to achieve a real and nominal convergence of the Spanish economy with that of the other member countries of the European Union, which demands, among other measures, the improvement of the levels of qualification of the labour force;
- the role which CVT plays in order to guarantee the workers' social advancement, by avoiding the stagnation of professional qualifications, diminishing the risk of unemployment and finally, contributing to improve their professional and personal situations.

In spite of the importance given to the role of CVT in Spain during the last few years, until 1992 the initiatives undertaken to promote the vocational training of the active population were not significant. Although the most recent official information about expenditure on CVT refers to 1988, and this source does not consider the compulsory contribution for Vocational Training, an average expenditure by the industrial sector in Spain of 3,600 pesetas per year, per worker (22.92 ECUs/year)[5] was even at this date very low (INE, 1992).

There are various reasons which explain this situation, the most important ones being:

- Under Spanish Law, CVT in not a legal obligation for companies. This obligation is limited to health and safety matters. Nevertheless, it should be pointed out that the Law 14/1994 of June 1, which regulates Temporary Employment Agencies, stipulates in Article 12.2 that these agencies have to dedicate 1 per cent of their total wage bill to the development of training activities for their workers.
- Until a few years ago, CVT traditionally received very little attention in collective bargaining by the social partners.
- During the second half of the 1980s and the beginning of the 1990s, Spanish firms often resorted to fixed-term contracts, which did not exactly contribute to encouraging investment in vocational training[6].

Faced with the reality of an increasingly importance of CVT, the low investment in training, and the scarce participation of the employed labour force in such activities, the public authorities and the social partners decided to carry out an intensive reform process in the system of Vocational Training in Spain. The objectives and funding of this reform, for the four-year period 1993-96, appear in The National Programme for Vocational Training (Programa Nacional de Formación Profesional - PNFP)[7]. This process of reform has, on the one hand, affected the Occupational Vocational Training organised by the Labour Administration, which represents about 80 per cent of the public training supply developed in Spain. The reform of this supply of Vocational Training, organized within the Employment Training and Integration Plan (Plan Nacional de Formación e

Inserción Profesional - Plan FIP), was articulated by the Royal Decree 631/1993, of May 3. This regulation entailed the concentration of the training activities carried out within the FIP Plan exclusively on the unemployed.
On the other hand, the reform process affected the Continuing Vocational Training of employed workers. The reform of this system took place as a consequence of the Nacional Agreement and the Tripartite Agreement on CVT, both of December 1992, the former being signed by the employers' organisations CEOE and CEPYME, and the unions UGT and CCOO, with the later acceptance of the regional union CIG. The Tripartite Agreement, in which the financial obligations of the Government were set out, was signed by the social partners and representatives of the Administration.

The National Agreement defines CVT as: `the set of training activities developed by the employers, through the forms provided in this Agreement, aimed as much at the improvement of aptitudes and qualifications as at the retraining of employed workers. These activities make compatible the employers' concerns for competitiveness with the workers' individual interest in training'. This is a definition which excludes from the concept of CVT, to the purposes of the Agreement, those training activities which the employees engage in at their own initiative without any cost for the employer, whether direct or indirect, as well as the training activities followed by self-employed workers.

14.3 Access to and participation in Continuing Vocational Training in Spain

The most relevant initiatives adopted in Spain to facilitate the access to and participation in training activities for employed and unemployed workers, are contained in the Agreements on Continuing Vocational Training and in the regulation of the Occupational Vocational Training supplied by the Labour Administration.

Financial measures facilitating the participation of employees in training activities within the framework of the Agreements on Continuing Vocational Training

Those signing the Tripartite Agreement on Continuing Vocational Training agreed that, as from January 1, 1993 and until December 31, 1996, an increasing fraction of the current Vocational Training Compulsory Contribution (see table 1) would be allotted to the direct financing of the training activities of salaried workers, both in the public and private sector, excluding the personnel of the Public Administration. Those training activities must follow the criteria laid down in the National Agreement on CVT and must take one of the following forms: Company Plans, Group Plans, Intersectoral Plans or individual leave for training.

The financial resources agreed upon in the Tripartite Agreement are not only intended for the financial support of the training plans, but also for the funding of training leave. Once training leave has been granted, the worker has the right to receive, while on leave, the remuneration equivalent

to the average wage or salary established in the collective agreement for his or her rank or occupational group. This quantity, as well as the compulsory contribution of the worker to social security, are financed through the procedures established in the Agreements on CVT.

Table 1: Financing of training activities of salaried workers

Year	Fraction of total income	Quantities estimated by the general council for vocational training (consejo general de la formación professional) in millions of pesetas (ECUs)
1993	1/7	18,500 (117.83)
1994	2/7	37,000 (235.66)
1995	2.5/7	46,100 (293,63)
1996	3/7	55,400 (352,86)

Access to and participation in training activities within the framework of the Agreements on Continuing Vocational Training

Within the framework of the Agreements on Continuing Vocational Training it is possible to distinguish between criteria for access to and participation in training activities developed through company and group plans and criteria allowing employed workers access to training leave. One of the criteria which should guide the drawing up of concrete training plans is the determination of the groups of workers given preference for such activities.

These priorities and criteria are established within the framework of the State Sectoral Collective Agreements or through Specific Accords on CVT which have been agreed to by the most representative Employers' and Union Organisations.

In the case of those sectors not having a specific Agreement or Accord in the said area, the pact between the employers' and workers' representatives, when setting out the specific priorities and criteria which are to guide the drawing up of training plans, will be carried out within the collective agreements at the company level.

The Agreements on CVT, also make provisions for the development of the legal indications concerning training leave, contained in the 1980 Workers' Statute Law (Estatuto de los Trabajadores). To this end, rules for individual training leave are laid down in the following terms: the training activities for which training leave can be requested must comply with the following requirements:

1. they must not be included in the training plan of the company or group;
2. they must be aimed at the development or adaptation of the workers' technical or professional qualifications;
3. they should be recognised with an official certificate and;
4. they should require the attendance of the worker at training.

To be eligible for training leave, a worker must have been employed for at least a year in the sector and at least six months at the firm where he currently holds a position. Also, he/she must present a written application for leave to the company at least three months before the beginning of the training activity. The application must specify the aims of the training engaged in, the schedule (class time, periods of inactivity, duration of the course, etc.) and the place of training.

Guidelines regulating access to Public Occupational Training Programmes
As has been pointed out, most of the public initiatives on Occupational Training are presently carried out within the FIP plan. The first plan was developed according to guidelines set down on July 31, 1985 (Orden Ministerial, July 31, 1985), while the last revision of its regulation was articulated by Royal Decree 631/1993, of May 3. What is most characteristic of this last regulation is that it involves a reorganisation of the training activities carried out within the FIP Plan, directing them towards the integration of the unemployed into the labour market with the aim of providing them with the qualifications demanded by industry. Previously, the FIP Plan activities were directed as much at the unemployed as at the employed, although the latter represented a small percentage of the total number of people receiving Continuing Vocational Training.

The new regulation of the FIP Plan identifies the groups of unemployed who will have preference concerning participation in training activities, which is equivalent to the setting up of requirements to participate in FIP Plan activities. These groups are the following:
a) unemployed recipients of unemployment benefit or support;
b) unemployed individuals over 25, especially those who have been more than a year without a job, even when they do not fall into the group mentioned in paragraph a);
c) unemployed individuals under 25 who have lost a previous job of at least six months' duration, even when they do not fall into the group mentioned in paragraph a);
d) unemployed individuals with special difficulties with regard to their integration into the labour market, especially women who want to re-enter the labour force, the handicapped and emigrants.

In addition, it is also laid down that (art.1, section 3): `first-time job-seekers will only have preference in participating in the activities of the Employment Training and Integration Plan (FIP Plan) when such activities are requested by companies which commit themselves to hire at least 60 per cent of the trainees.'
Furthermore, with regard to the selection of the participants in these training activities, as is laid down in article 5 of Royal Decree 631/1993, of May 3, the pre-selection of candidates for participation will be carried out by the Provincial Offices of the National Institute of Employment (INEM). This process must be implemented taking into account the objectives fixed in planning, the characteristics of the courses included in programming, the needs of the unemployed as revealed by the Classification Plan for Job-Seekers, as well as the principle of equal opportunity.

Students taking part in Occupational Vocational training activities within the FIP Plan receive free training, and their course attendance is covered by accident insurance. They are also currently entitled to transport, maintenance and accommodation benefits, as well as grants and attendance benefits.

14.4 The provision of Continuing Vocational Training in Spain

The information supplied by the Labour Force Survey (Encuesta de Población Activa - EPA) concerning the provision of Continuing Vocational Training in Spain shows that the average number of workers, both employed and unemployed, who were engaged in studies related to some activity or profession at any time of the year from 1987 to 1991 has in no case exceeded 500.000 people. The maximum was reached in 1991 with 475.480 - a rather low 3.16 per cent of the total labour force.

Furthermore, it should be pointed out that during these years, the average number of unemployed members of the labour force engaged in studies related to some sort of activity or profession has always exceeded the number of employed, at least in percentage terms. The latter reached its peak in 1991 with a total of 253,830 people, or 2.01 per cent of the total number of employed.

Among these 253,830 people, only 67,530 were engaged in studies aimed at updating knowledge and 19,100 at changing their occupation or profession, while the remainder were doing so in order to achieve initial vocational preparation or to fulfil other objectives. Of the average number of employed workers who were engaged in studies during 1991 (253,830 individuals), only 14,330 did so in the firms that employed them.

Another characteristic of the actual situation of CVT in Spain is the fact that, from 1987 to 1992, the percentage of public sector wage-earners engaged in studies at any time of the year, was greater than the percentage of private sector wage-earners for every year under consideration. More specifically, 6.46 per cent and 2.85 per cent respectively in 1992.
This situation shows the importance of the Agreements on Continuing Vocational Training of December 1992 for the promotion of investment in CVT by Spanish companies due to its strategic value regarding competitiveness and employment.

The Provision of Continuing Vocational Training in the framework of the Agreements on Continuing Vocational Training
In order to obtain financial support for the training activities developed within the framework of the Agreements on Continuing Vocational Training, companies and organisations must draw up an annual Training Plan. These plans must fall into one of the following categories:

- Company Plans: these plans are to be developed by firms with more than 200 workers.
- Group Plans: these plans are aimed at two or more companies in the same sector, with less than 200 workers each, which together employ at least 200 individuals. These plans must be promoted by the most representative employers' and/or union organisations.
- Intersectoral Plans: the most representative employers' and union organisations may draw up training plans covering several sectors.

The Company Plan has to specify the following elements: the objectives and training activities to develop; the groups of workers benefiting from the training activities by rank or vocational grouping and the number of participants; the plan schedule; estimated cost of training broken down into different activities and groups affected; an estimate of the annual total amount of the Compulsory Vocational Training Contribution paid by the company; and, finally, the place of training.
Only in the case of Company Plans is it necessary to submit the Training Plan to the legal representatives of the workers, including the criteria for the selection of the workers to be trained and the information mentioned above. The official representatives of the workers should issue their report within ten days of the reception of these documents, a further fifteen days being allowed after the date of issue for the settlement of possible disagreements with the representatives of the firm. If no settlement is reached before that deadline, either party may submit their points of disagreement to the corresponding Committee which will arbitrate on these points.
The main results of the 1993 Calls for Applications for Financial Aid developed as a consequence of the Agreements on CVT are shown in table 2.

Table 2: Summary of the results of the 1993 calls for applications for financial aid

1993	Company plans	Group plans and intersectoral plans	Total
Total applications	598	361	959
Amount of funds applied for in millions of pesetas (ECUs)	23,901 (152.23)	23,131 (147.33)	47,032 (299.56)
Number of approved applications	512	235	747
Number of participants in training activities with approved funding	364,161	157,081 of which 42,910 correspond to intersectoral plans	564,152
Amount of funds given to approved applications in millions of pesetas (ECUs)	5,855 (37.29)	5,027 (32.01).- of which 1,800 (11.46) are for intersectoral plans	10,883 (69.31)

The provision of Occupational Vocational Training within the framework of the FIP Plan

Table 3 shows the trends for the total number of students trained in Spain in Occupational Vocational Training courses, developed within the framework of the FIP Plan for the period 1985 to 1991[8]. As can be noticed, the increase in the number of students is continuous from 1985 to 1988, whereas a drop is registered in 1989. The subsequent growth is not so intense as to reach the number of students in 1988.

Table 3: Number of students trained.[9]

Year	Total Number
1985	69,673
1986	179,431
1987	310,530
1988	371,538
1989	300,540
1990	303,729
1991	328,038

Since the beginning of the FIP Plan until 1992, the participation of unemployed students in the training activities has exceeded that of the employed. On average, these training activities have been

characterised by a high number of hours (about 350 hours). Of the total number of unemployed trained within the FIP Plan, the greatest proportion corresponds to those individuals not receiving benefits.
The courses are offered directly by the institutions in charge of the FIP Plan (INEM or Regional Administrations who have taken over administration), as well as by other organizations which cooperate with them through special contracts, such as:

- Participating Centres, which supply courses officially approved by the Labour Administration.
- Employers' or union organisations, national joint training organisations, and other social and economic representative organisations, subject to the signing of a triennial contract-programme.
- Public or private training centres, as well as companies, with whom a cooperative agreement has been signed.

In recent years there has been a progressive drop both in the number and the percentage of courses offered using the staff, methods and teaching curricula of the INEM.

14.5 Planning, quality and certification

Actions directed towards the improvement of the forecasting of trends in the demand for professional qualifications have played an important role in the reform of the entire system of Vocational Training. The specific mechanisms developed in Spain to improve the available information about the actual needs of firms and workers are the following:

- Job-seekers Classification Programme;
- Permanent Observatory of the Evolution of Professions (Observatorio Permanente de Evolución de las Ocupaciones);
- sector studies;
- configuration of Occupational Groups;
- Survey on the training and employment requirements of Spanish Firms.

The initiatives undertaken by Spain in order to improve the supply of Vocational Training have been developed considering three dimensions. Firstly, the renewal of the supply of Vocational Training in order to facilitate its adaptation to the actual professional qualifications demanded by the labour market, guaranteeing the participation of the social partners. Secondly, separating the responsibilities assigned to each of the systems in which the supply of vocational Training can be divided (Professional Education; the Occupational Training supplied by the Labour Administration to the unemployed; and the Continuing Training of the employed, administered by the social partners), creating, at the same time, links among these systems. Finally, upgrading the quality of the supply through the adoption of certain measures which, according to the National Vocational Training Programme, are common to the entire system of Vocational Training. More specifically, the measures adopted in Spain to improve the quality of the Occupational Training activities are the following:

1. Actions developed to guarantee the quality of the courses offered within the FIP Plan:

- training of trainers;
- establishment of a set of minimum standards to be complied with by the centres in which the Occupational Training courses are eventually developed, and which must be directly authorized by the National Employment Service (INEM);
- practical experiences at the work place for the participants in the training activities;
- control and evaluation of the training programmes, which must be performed annually by the INEM or by the Regional Administrations, if they are in charge of the administration of the FIP Plan;
- professional counselling actions aimed at the participants in the training activities, in order to analyze their progress at the end of the courses and, subsequently, to provide advice to facilitate their search for employment;
- research and innovation with respect to Occupational Training activities.

2. *Measures adopted in Spain to guarantee the quality of the training activities developed within the framework of the National Agreements of December 1992*

- establishment of a formal obligation on the part of the company to inform the workers' representatives about the Training Programme for which financial aid is requested;
- companies benefiting from financial aid to develop a Training Programme must periodically inform their workers' representatives (every three months) and the special Committee (Comisión Mixta Estatal) in charge of the administration of the funds assigned to the Agreements (annually);
- cooperation of the government with the social partners to promote the implementation of training activities at the company level, through collaboration agreements to use the public network of vocational training centres, teaching material, information from the sector Studies and the Permanent Observatory of the Evolution of Professions, etc.

In order to improve the conditions for workers' mobility in the European Union, Spain has already initiated a process of adaptation of the professional qualifications and certificates to those at European level. This goal has been specifically considered in the process of reform of the entire system of Vocational Training, which has affected the Vocational Education, the supply of Occupational Training by the Labour Administration, and the training activities carried out by the social partners.

The National Programme for Vocational Training (PNFP) considers the creation of a technical unit, in which the social partners are represented, to facilitate the above mentioned goal. The PNFP also fixed the deadline of 18 June 1994 for the Government to establish the mechanisms required for the application of the Directive 92/51 of the EC, as well as the list of professions regulated by the State.

The new regulation of the Educational System, as well as the regulation of the Occupational Training activities conducted by the Labour Administration, set down the bases for the establishment of links between the Vocational Education and the qualifications acquired through work experience and Occupational Training. Thus, the Royal Decree 631/1993 of 3 May, which regulates the Employment Training and Integration Plan (FIP Plan) guarantees the issue of professional certificates to the participants in Occupational Training courses offered by the Labour Administration. This regulation also makes possible the correspondence between the qualifications acquired in those courses and the vocational training courses given within the general educational

system. These measures have been adopted to guarantee the transparency of the labour market at both the national and European levels for the benefit of both firms and workers.

14. 6 Conclusions

With the implementation of the FIP Plan in 1985 a considerable expansion of the public supply of Occupational Vocational Training was achieved, together with a great increase in the number of training activities carried out. This expansion had obvious positive effects, mainly concerning the widening of training opportunities in Spain, as well as the improvement in the attitudes of the general society towards Vocational Training. However, it must be pointed out that the promotion of the supply of and demand for training has not been selective enough. The rapid expansion just mentioned has resulted in the formation of an inadequate supply of and demand for training both with regard to the employment needs and the real needs of the workers demanding it. Without any doubt, the main shortcoming of this expansionist policy has been the inability to achieve an optimum adaptation of the public supply of Occupational Vocational Training to the real demands for employment and proper qualifications of the production system.

The reform of the FIP Plan, carried out by Royal Decree 631/1993, of May 3, targets the problems mentioned above through the following measures:

1. By concentrating the training activities of the FIP Plan on the unemployed, leaving to the social partners the responsibility for training the employed. This concentration on the unemployed is a direct consequence of the Agreements on CVT signed in December 1992.
2. By planning and programming the training activities through a series of specific mechanisms, taking into account the present and future employment and training requirements of the different manufacturing sectors. Therefore, the new regulation tries to ensure a correspondence between the supply of training and the real needs of the labour market, as well as it makes provisions to guarantee the quality of the Vocational Training courses.
3. By creating links between the public supply of Vocational Training and the educational system, by establishing correspondences and mechanisms of validation between the training courses offered by the Occupational Vocational Training system and the courses given within the system of Vocational Education.

It should be pointed out that the Agreements on Continuing Vocational Training constitute a challenge and an opportunity for the necessary promotion of CVT in Spain. These Agreements, resulting from arduous negotiations, have been quite successful for various reasons.

1. Because of the importance of achieving a Bipartite and Tripartite Agreement in the strategic field of CVT at a time of deep economic crisis, which constitutes a success in face of the present need for national agreements concerning many aspects of social and economic life. Furthermore, it is generally considered that with these Agreements the social partners have found an adequate instrument to increase the competitiveness of firms and to promote the social advancement of workers.

   It must be pointed out that most of the provisions considered in the Agreements have been carried out in a very short period of time. In this respect, it should be taken into account that the Agreements were signed on December 16, 1992 and the first Call for Applications for Financial Aid was published on July 1, 1993. The Foundation for Continuing Vocational Training within the Firm (Fundación para la Formación Continua en la Empresa - FORCEM),

the organisation to which the INEM tranfers the funds allocated to the Agreements, was created on May 19, 1993.

The Agreements have promoted the inclusion of CVT as a point of negotiation in collective bargaining. The specific Sectoral Accords on CVT and the Collective Agreements including clauses relating to the National Agreements affected more than 6.5 million workers at the end of 1993, only one year after the National Agreements had been signed. Moreover, since its signing and until June 1994, 22 Joint Sector Committees have been formed, the creation of which was contemplated in the National Agreement on CVT. These Comittees play an important role in the formulation of group plans for training.

2. Because one the initially identified weaknesses of the Agreements has been partially corrected, that being the shortage of financial resources destined to training activities. In 1993, only 60 per cent of the funds transferred to FORCEM by the National Employment Service (INEM) were allocated to financing training plans, due to the fact that 1993 was the first year of application of the Agreements. However, in the first Call for Applications for Financial Aid in 1994, 84 per cent of the transferred funds have already been allocated. Furthermore, additional resources from the European Social Fund will most likely have to be added to the amount raised by the Compulsory Contribution for Vocational Training for the funding of training activities in the upcoming years of the Agreements.

Despite these achievements, some problems and challenges relating to the implementation of the Agreements can be identified:

- The financial resources agreed on in the Tripartite Agreement should not only be allocated for the funding of training plans but also for the funding of training leave. However, until present, the provisions contained in the Agreements regarding the funding of training leave have not yet been implemented. This is probably the most important problem faced by the social partners.

  It is necessary to encourage workers of small and medium-sized firms to participate in the training activities carried out under the provisions contained in the Agreements. Therefore, it is essential to implement actions aimed at promoting the formulation of group plans in the future Calls for Applications. In this sense, it is a matter of serious concern the fact that in the 1993 Call for Applications the number of participants in training activities developed through group plans was less than the number participating in training activities developed through company plans. This concern derives from two circumstances, on the one hand, because workers in smaller firms are usually those who need more training, and, on the other hand, because many small firms have serious difficulties, both technical and organizational, in promoting group plans to be financially supported. Logically, larger companies have the infrastructure and the required concern and interest in CVT. After more than a year of implementation of the Agreements, it appears that a more adequate minimum size to have the possibility of making company plans should be 100 workers instead of 200.
- The scope of the Agreements does not include self-employed workers. These individuals do not have access to a specific training supply, since they have been excluded as well from the training activities organised within the FIP Plan, as laid down in Royal Decree 631/1993. In the last quarter of 1993 there were more than three million self-employed workers in Spain, of whom two million were members of cooperatives, independent workers and entrepreneurs without employees.

  Fourthly, there are important obstacles that prevent a significant proportion of the labour market from participating in training activities due to an excessive turnover. It is very difficult to deal with this group of workers in company or group training plans because of the short

period of time they stay in one company. At the end of the fourth quarter of 1993 nearly 43 per cent of those employees with fixed-term contracts had been working in their companies for less than 3 months and 84 per cent of them for less than a year. At the same time, 51 per cent of the temporary workers had contracts lasting less than a year. It must be pointed out that according to the provisions of Royal Decree 2317/1993, of December 29, in which the Apprenticeship Contract was developed, the training activities benefiting workers hired under this type of contract are to be financed by the funds allocated to the Agreements on CVT. However, these provisions have not yet been implemented.

- Most analysts and representatives of the social partners, as well as of the Administration, describe the Agreements as an adequate measure to promote investment in CVT in Spain. However, they also coincide in pointing out the necessity of follow-up actions and control of the development of the Agreements as well as the training activities carried out in practice.
- Finally, it is very important that the training activities respond effectively to specific company needs. The present challenge for the Spanish companies is that, in many cases, the training activities followed by their employees more likely reflect the availability of training courses in the market than real company needs. In practice, it is very difficult for the supply of Vocational Training to keep abreast of the ever-changing needs of the companies without the pressure of the social partners due to the natural tendency of this supply to lag behind the evolution of the production system. This tendency is currently more visible and obvious than ever since changes occur more rapidly at present than in the past.

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Notes

1. Durán López, F., Alcaide Castro, M., González Rendón, M. & Flórez Saborido, I. (1994). *La Formación Profesional Continua en España.* Madrid: Ministerio de Trabajo y Seguridad Social.
2. The up-dating of the Spanish report for the production of this summary has been made possible thanks to the financial support of the Dirección General de Investigación Científica y Técnica (DGICYT) of the Ministry of Education and Science (project identification code PS93-0226). This financial support guarantees the continuous up-dating of the study on CVT in Spain by the research group.
3. The authors of the Report would like to thank the Ministry of Labour and Social Security, the Foundation for Continuing Vocational Training within the Company (FORCEM), and the members of the National Coordination Unit FORCE for their help and cooperation, whose observations and criticisms have contributed decisively to the elaboration and improvement of the Report.
4. The Vocational Training Contribution is at present, and has been since 1986, 0.7 per cent of the workers' approximate gross salary. Of this 0.7 per cent, 0.6 per cent is paid by the employer and 0.1 per cent by the employee.
5. Approximate exchange rate of September 23, 1994: 1 ECU = 157 pesetas.
6. This problem has been identified by the Government in the Document on the Reform of the Labour Market which was sent to the Economic and Social Council (Consejo Económico y Social) for its official opinion.
7. This Programme was approved by the General Council for Vocational Training on February 3, 1993, and later, by the Cabinet on March 5, 1993, by proposal of the Ministry of Education and Science and the Ministry of Labour and Social Security.
8. The data used is drawn from the Labour Statistics Yearbook (Anuario de Estadísticas Laborales) of the Ministry of Labour and Social Security, and the Occupational Training Statistics (Estadística de Formación Ocupacional) of the National Employment Service - INEM.
9. The 1992 data has not been included since it referred exclusively to individuals who have passed the course work, while up to that year all participants in training actions were included, regardless of their final evaluation.

15. CONTINUING VOCATIONAL TRAINING IN SWEDEN

Swedish Ministry of Education and Science

15.1 Introduction

Geography, population and language
Sweden covers a total area of 450,000 m^2. The distance between the southern tip of the country, and the northern tip, located above the Arctic Circle, is nearly 1,600 kms. The landscape is dominated by forests, lakes and rivers. Cultivated land makes up less than 10% of the land surface.
Sweden has a population of 8.7 million with about 85% living in the southern half of the country, especially in the three major urban regions of Stockholm, the capital, Gothenburg and Malmö. The national language is Swedish.

Trade policy
Sweden has traditionally pursued a free trade policy and is strongly dependent on foreign trade. Commerce with other countries has been an important driving force behind its development into an industrialised nation with a high standard of living. Access to foreign markets has enabled Swedish industry to specialise and expand. Liberal trade policies in Sweden have promoted imports, competition and structural change.

In Sweden a greater part of the population is employed outside the home than in any other country. This is because Sweden has the highest frequency of gainfully employed women in the world. Sweden has in other words less potential surplus manpower than other countries. This underlines the importance of qualitatively raising the utilisation of people's competence.

The average age of the Swedish labour force is higher than in other countries and the proportion of senior citizens is also higher. Changes in technology and organisation of work mean that the demand for basic skills as well as the ability to learn new knowledge is increasing in more and more areas. At the same time the proportion of working youngsters declines, which means that the production will be supplied by fewer new entrants to the labour force. This underlines the importance of improving the qualifications of the workers and means that employers are more interested in additional training for their employees.
Well educated employees of high competence are a prerequisite for adaptation and renewal. People with poor basic knowledge run a higher risk of being out of work when the demand for competence increases. Every fifth Swede aged 16-64 has received an education up to compulsory school. Among those who still have 10-20 years left of their working life, one third has received no more than a compulsory school education. Looking at differences due to gender, it is obvious that women are less educated than men. Every other employee within industry has very poor education. Small and medium sized companies have in general poorly educated employees. There are also regional differences due to the regional industrial structure as well as the location of higher education. To summarise; this means that in Sweden there is a great need for further and continuing training.

The structure of the labour market in Sweden is such that very small and medium sized companies dominate and 94% of all companies employ fewer than 10 people.

In 1993 the percentage share of numbers employed in individual industries was as follows:

Table 1: Numbers employed by types of industry in %

	1992	*1993*	*1994*[1]
Agriculture etc	3,2	3,4	3,5
Manufacturing industry	20,2	19,5	19,3
Construction and building industry	6,4	5,9	5,6
Market-related services	30,8	30,6	31,1
Public services	39,2	40,4	40,5
Unknown	0,1	0,1	0,1
Total	100	100	100

[1] Figures for 1994 are the average of the first three quarters of the year

Sources: Labour force surveys, Statistics Sweden

15.2 The education system: description and historical perspective

The education system in general

One fundamental principle of the Swedish education system is - as stated in the School Act - that all children and young persons must have access to equivalent education, regardless of sex, social and economic background as well as residential locality. The system comprises the following types of education.:

- 9-year compulsory school (age 7-15 with optional starting age at 6). The schools are run by municipalities or private associations.
- Non-compulsory upper secondary school (age 16-18/19) for university preparatory or vocational education in national or specially designed or individual study programmes. By 1996 all programmes of the upper secondary school will be three years in length. The schools are run by municipalities, counties or private associations. A more specific information on the national programmes will follow.
- Adult education in the form of municipal and national adult education corresponding to the compulsory and upper secondary school within the youth sector, employment training and popular education within folk high schools and adult education associations.
- Higher education at around 30 universities and university colleges, run by the central government, and at higher education establishments run by county councils or private mandators.

All education within the public education system is publicly funded and tuition is free of charge. Also private schools are generally publicly funded but there may be a small fee.

The governance system of the school has in recent years been subject to fundamental changes. A goal and result-oriented governance system has been introduced where Parliament and the Government set out goals and guidelines for the school. The municipalites have the responsibility to attain the goals. They also have the economic resources at their disposal, both

state grants and their own resources. The follow up and evaluation on national level is made by the National Agency for Education. The Government has in the last few years promoted greater diversity in the provision of education as well as increased freedom of choice for students through deregulation and liberalization.

Since 1 July 1992 municipalities are obliged, under the School Act, to provide upper secondary schooling for all pupils leaving compulsory school. This applies to all residents up to and including the first six months of the year of their 20th birthday, wishing to enter upper secondary schooling. Over 95% of compulsory school leavers apply for upper secondary school and nearly all of them are accepted. A compulsory school leaving certificate qualifies the pupil to enter upper secondary school, irrespective of the optional subjects taken at the senior level of compulsory school. However, in accordance with a decision in Parliament in Autumn 1993, passing grades in Swedish, English and mathematics from the compulsory school will be introduced as eligibility requirements for the national programmes in the school year 1998/99.

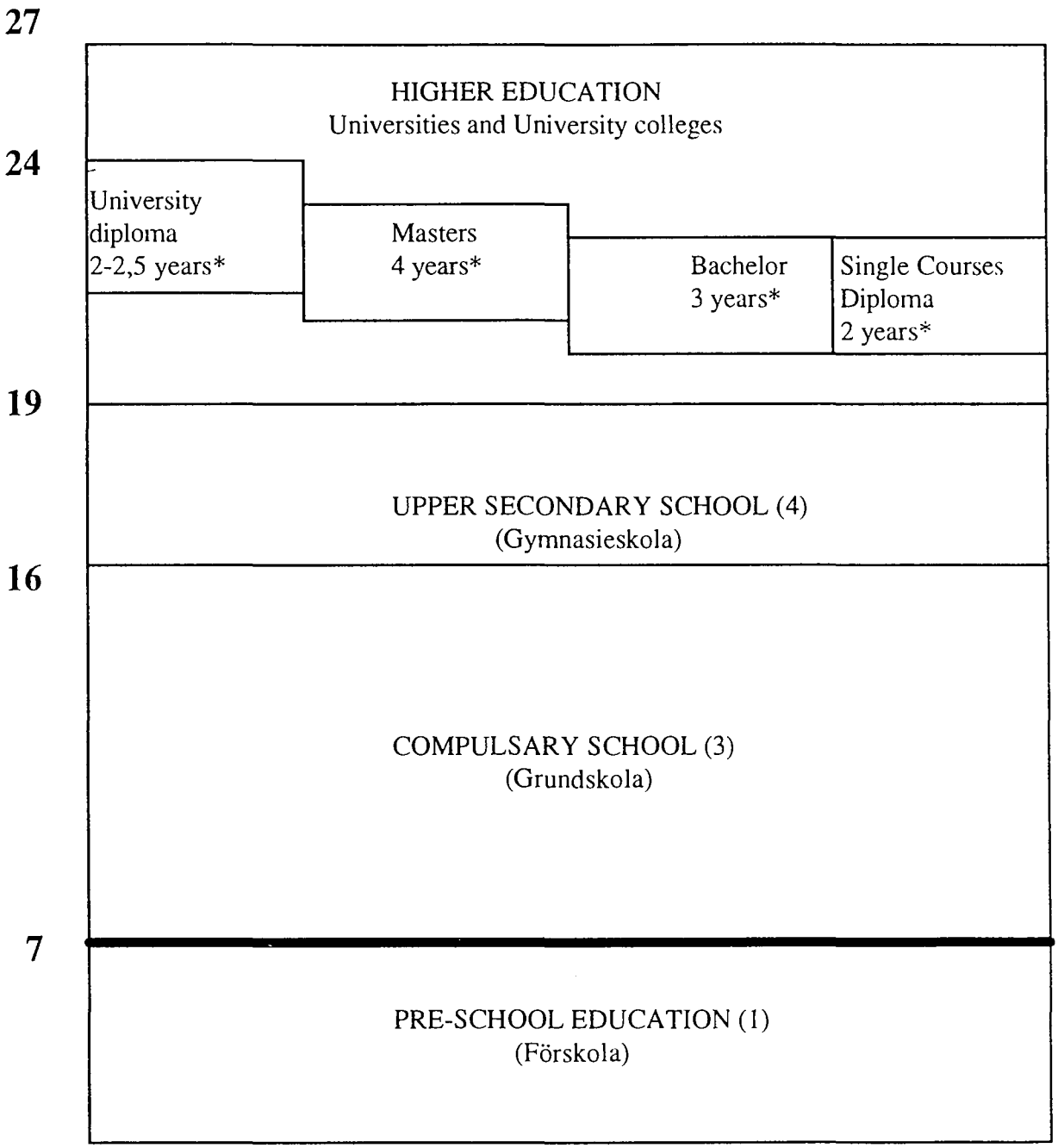
The great majority of upper secondary studies take place in schools coming under municipal mandators. Studies in agriculture, forestry, horticulture and certain health care occupations. however, take place in schools run by the county councils.

All students between 16 and 20 years of age attending upper secondary schools receive State study assistance. This also applies to students attending private schools if their studies come under State supervision. Study assistance at upper secondary level comprises a general study grant representing a continuation of child allowance, payable to all students from the age of 16, and a needs-tested grant towards the cost of studies and daily travel.

Higher education is financed directly from the State. On 1 July 1993 a new resource allocation system for undergraduate education was introduced. Appropriations for universities and university colleges are now based on proposals from the Government and distributed as lump sums direct from Parliament to each institution. Higher education institutions operated by local government, i.e. Colleges of Health Sciences, receive State subsidies. Each county council and municipality is responsible for the remaining costs.

The post-secondary study assistance scheme applies to students in undergraduate education at universities, university colleges and certain other establishments, as well as to students aged 20 and over attending upper secondary school and other forms of upper secondary schooling. This study assistance consists of a non-repayable grant plus a larger repayable loan, awarded for both full-time and half-time studies.

The organisational structure of education in Sweden can be seen in the following graph.



Compulsory education

Co-operation between the compulsory school and working life

The *work experience programme (Prao)* has existed for some time in Swedish compulsory schools. Previously, there were national regulations requiring pupils to spend six or ten weeks of their compulsory school time at places of work. It was common to take at least four of those weeks during the last three years of compulsory school. The purpose of *Prao* is to enable pupils to gain first-hand experience of working life and become more aware of different kinds of occupations and working environments.

Through *study and vocational guidance (Syo)*, pupils can get information to help them with their choice of studies and career. There used to be regulations concerning this activity as well. According to the new curricula, the school head has a special responsibility for co-operation with working life outside the school, and for organising the options offered by the school and with their choice of further studies and occupation.

There are no longer any national regulations concerning the scope and organisation of *Prao* and *Syo*. It is up to the local authority and the school itself to determine in detail how these schemes can best be incorporated into the school's total activities. Today, most schools have special *Syo* staff working with information and guidance for pupils and parents.

Post-compulsory education - Upper secondary education including basic vocational education

In the *new upper secondary school* - fully implemented in the year 1997/98 - all education will be organised in study programmes (*program*) of three years' duration. The *new vocational programmes* are designed to confer wider and deeper knowledge compared with vocational studies today. The students are also given increased choice with respect to the content of their own education, as well as greater opportunities to influence the learning situation and the forms of evaluation. Specialised courses as they exist today will be abolished.

There are 16 nationally determined programmes, 14 of which are *primarily vocationally oriented* and two preparing primarily for university studies. Most national programmes are divided into branches for the second and third year. In addition to the national branches that are drawn up centrally, municipalities may choose to set up local branches adapted to local needs and conditions.

National programmes

- *Arts programme* – Broad basic education for work within art-related professions.
- *Business and administration programme* – For work in commerce and administration in private business and public administration.
- *Construction programme* – For work in the construction industry, building or civil engineering.
- *Child recreation programme* – For work in child-care, after-school and recreational activities, health-care, sports and libraries.
- *Electrical engineering programme* – For work on installation, repair and maintenance of electrical, telecommunications and electronic equipment.
- *Energy programme* – For work in, for example, electricity and power stations, heating, ventilation and sanitation installations as well as related work on board ships.
- *Food programme* – For work within food processing, sales and distribution.
- *Handicraft and trades programme* – For work within different handicraft and trade professions with a large part of the education being located at work-places.
- *Health care programme* – For work within the health, dental care and support service sectors.
- *Hotel, restaurant and catering programme* – For work as e.g. a receptionist, conference organiser, waiter or chef.

- *Industry programme* – For work within industrial production, including programming and operating computer-controlled machines and processes.
- *Media programme* – For work within advertising, various forms of design and production of graphic media.
- *Natural resource use programme* – For work in agriculture, forestry, horticulture and animal husbandry.
- *Natural science programme* – Directed towards further studies in mathematics, science subjects and technology.
- *Social science programme* – Directed towards further studies in social sciences, economics and languages.
- *Vehicle engineering programme* – For work in the repair and maintenance of cars, lorries and machines.

The educational aims of the national programmes are set out in programme goals. The programmes must provide a broad basic education within the vocational field, as well as providing the foundation for continued studies on completion of the upper secondary school.

Students who have requirements other than those provided for within the national programmes can opt to follow a *specially designed programme*, for which the student, in co-operation with the school, designs an individual syllabus for the whole period of study. They are three years in duration, formally conferring general eligibility for further studies at post-secondary level and they have the same core subjects as the national programmes. The rest of the time includes combinations from both theoretical and vocational subjects from two or more programmes.

For students who are unsure of what to study there can also be *individual programmes* of varying length and content. After having studied in an individual programme, the student may transfer to one of the national programmes, a specially designed programme or apprenticeship training.

The *apprenticeship training programme* comprises vocational training organised by the employers involved as well as instruction in the upper secondary school, mainly in core subjects (Swedish, English, religion, civics and mathematics). As a result, responsibility for apprenticeship training is shared by the company and the school.

Municipalities must offer a comprehensive selection of national programmes, and admissions capacity for the various programmes must be adapted to student preferences. If a municipality is unable to provide all programmes, the local authority can enter into agreements to co-operate with other municipalities.
Most programmes are divided into various branches that pupils chose to study from the second year onwards. Specialisation is also provided through different courses, especially where there are no branches. Not all schools or municipalities offer all programmes or courses. There may also be local branches.

The following core subjects (and minimum guaranteed tuition-time per three-year programme hours) are common to all programmes: Swedish (200), English (110), Civics (90), Religious studies (30), Mathematics (110), Nature studies (30), Sports and health studies (80), Aesthetic activities (309). In addition, students take subjects which are specific to their programme. All

students are also to carry out a project during their course of studies. In all programmes, time is set aside for local supplements or practical work connected with subjects, as well as for individual choice to allow students to choose additional subjects and courses within the national programmes.

The time-schedules, which are now attached to the School Act, express in units of 60 minutes the minimum guaranteed teacher or supervisor-led instruction time. This is 2,400 hours for the vocationally oriented programmes and 2,180 hours for study oriented programmes, over the three years. The local education authority or school decides when different subjects are to be studied and how long the lessons should be. Subjects of a more substantial length will be broken down into courses, each of them having a specific content, to be chosen and studied, and marked upon completion of the course.
In the vocationally oriented programmes at least 15% of the students' total time is to take the form of training at a place of work (APU). This is a syllabus-guided training. Only vocational courses may be transferred to a place of work. It is locally decided which parts of these courses are to be located at a place of work. The board of the school is responsible for supplying workplaces and for seeing that APU meets the demands placed on the training. The advisory bodies for co-operation between schools and local trade and industry, vocational councils or programme councils, are very important in planning such items as the provision of training, the purchase of equipment, APU and the training of supervisors.
Training at places of work requires close co-operation between the school and the workplace. School mandators are responsible for the procurement of training opportunities and for supervision of the pupils during their workplace training. During this part of their education the pupils have a purely student status. Supervisors from the company play an important role in evaluating the performance of pupils. Through this training, pupils come into direct contact with working life. They also come into direct contact with companies, which may want to employ them. For the companies this participation in workplace training allows them to influence the content, planning and implementation of the training and also to form an opinion of the individuals they may want to see as future employees.
The reformed upper secondary vocational education includes more general subjects such as Swedish, English and mathematics, than before. It also gives a more general and broader knowledge of vocational subjects. This means that a student from the reformed vocational education is more of a generalist than a specialist. Specialisation will be a matter for the future employer. Education should not be a vocational dead end but the first step in a process of life-long learning.

Further development
The upper secondary school is now developing in a more course-based direction. There is, as described above, a larger amount of time set aside for individual choices. The largest range of choice is given the pupils in the course-based school within a specially designed programme. The eight core subjects take about one third of the time but the rest can be put together according to the individual choices of the pupil - provided that the actual subject and course is given in the municipality in question. The regular upper secondary school is three years in duration. In the course-based school the pupil can take more or less time to finish his or her programme. It must, though, be of the same extent and quality as the national programmes. The advantages of making the upper secondary school more course-oriented include facilitating both the municipalities to organise the upper secondary education, and the students

to make up a study programme as suites them best, also from the perspective of duration of time for study. As the upper secondary school moves in the direction of the more course-based school, it will be possible to realize what has long been on the political agenda, namely closer co-operation between the upper secondary school and upper secondary adult education in the municipalities.

Adult education

Public school education
The public school system for adults is regulated under the School Act. The system comprises municipal adult education, adult education for the intellectually handicapped and basic Swedish language instruction for immigrants. As is the case with youth education, responsibility for this part of the education system rests with the municipalities and to some extent the counties.

Municipal adult education, for persons above 20 years of age, has existed since 1968. As of the school year 1992/93 it includes basic adult education, upper secondary adult education and supplementary education for adults. Studies within municipal adult education lead to formal qualifications in individual subjects or to the equivalent of a complete leaving certificate from the compulsory school and/or the upper secondary school. Education is organised in the form of separate courses, which should be arranged in such a way that students can combine their studies with employment. The students are free to choose their own study programme and they can also combine studies at basic and upper secondary level. There are, in general, no entrance requirements or leaving examinations.

Basic adult education confers knowledge and skills equal to those conferred by the compulsory school. Basic adult education is a right for the citizen and is mandatory for the municipalities. *Upper secondary adult education* confers knowledge and skills equal to those conferred by youth education at upper secondary level. It can offer the same programmes and subjects (with the exception of aesthetic subjects and sports) as the upper secondary school. Adults do not have an automatic right to upper secondary education, but the municipalities are obliged to make an effort to provide opportunities corresponding to demand and individual needs. The time-schedules applied in the national programmes within the youth sector apply as a guiding principle to upper secondary adult education.

The purpose of *supplementary adult education* is to provide vocational courses which are not available in the youth sector. These courses lead to higher professional competence or to competence in a new profession.

Adult education for the mentally handicapped corresponds to the instruction provided for mentally disabled children in compulsory school and to vocational education in upper secondary school for mentally retarded. Education is organised in the form of separate courses. The municipalities are obliged to try and provide educational opportunities corresponding to demand and individual needs.

Swedish language instruction for immigrants The municipalities are obliged to provide basic Swedish language instruction for adult immigrants. As a guiding principle this should comprise a total of 525 hours.

National schools for adults As a supplement to municipal adult education there are two national schools for adults. Instruction in these schools is partly by correspondence. Participants are recruited from all over the country and the schools especially cater students who for various reasons are unable to attend ordinary courses. These schools are run by the state.

Advanced vocational training

A Government Bill was presented to Parliament in the Spring of 1994 containing a proposal for establishing a post-upper secondary form of education that should be vocational and not academic in its orientation. A commission is now working to investigate the different sorts of efforts to further the establishment of this kind of education.

Non-formal education or Popular education

Popular adult education comprises studies at residential colleges for adults or studies under the aegis of adult education associations. Residential adult colleges, *folk high schools,* are Sweden's oldest form of adult education. The first school was founded in 1868 as a means of providing a landed agrarian class with the education it needed to discharge various public responsibilities. About half of the 132 schools are run by popular movements, such as the labour movement, the temperance movement and various free church denominations. The others are operated by municipalities and county councils. All folk high schools organise long-term as well as short-cycle courses and many schools offer special courses in a particular subject field, e.g. drama, music, immigrant studies or youth leadership. Certain courses confer eligibility for post-secondary education. Candidates for folk high school must be at least 18 years old and must have completed compulsory school or its equivalent. Tuition is free of charge but students pay their own board and lodging.

Higher technical vocational education

Higher technical vocational education is a three semester long university education with a total amount of 60 points (one week study equals 1 point). The aim is to give broader and deeper knowledge within a vocational field. The eligibility requirements are at least four years of work within the actual occupational sector after having completed the upper secondary vocational education. Persons lacking upper secondary education shall have six years work experience.

The first part of the higher technical vocational education is spent on basic subjects, such as Swedish, mathematics, physics, chemistry and computers. Those who have not studied for some time are advised to prepare themselves by studying mathematics for one semester at a municipal education course. The teaching of vocational subjects at higher technical vocational education is carried out by people from the same sector of the labour market. Study visits and projects are important parts of the education.

Employment training

Employment training is primarily intended to help unemployed people and hard-to-place job-seekers who lack occupational skills. This training is provided by the public employment

service and must be expected to lead to permanent employment. The training programme is primarily vocational, but it can also include introductory and general theoretical instruction as a necessary adjunct of vocational training. As a rule, access to employment training is conditional on current and imminent unemployment; in addition to this, the applicant must be at least 20 years old and registered with the public employment service as a job seeker. Participants receive tuition and training allowances. The allowances are paid at the same rate as unemployment insurance compensation in the case of those entitled to such benefits.
Employment training forms part of an active labour market policy aimed at reducing unemployment, promoting economic growth and supporting disadvantaged groups. Employment training primarily takes the form of courses purchased by a county labour board or an employment office. However, in some cases training allowances are granted to persons who attend other courses, e.g. within adult municipal education or at the upper secondary school. County labour boards and employment offices plan their purchase of employment training with reference to the needs of the labour market and their knowledge as to which job-seekers have difficulty in finding work. Employment training lasts, on average, for about 20 weeks, usually being for 40 hours per week.

Since January 1994, County Labour Boards and employment offices are required by law to buy employment training courses in competition in accordance with the Public Procurement Act which came into force on account of the Agreement about the European Economic Area. They can purchase training from the Employment Training Group (AMU; which is a State-owned company), municipal commissioned education, companies, higher education establishments and other organisations. Parliament and Government allocate funds for labour market policy programmes through the national budget. One third of this is applied to employment training. The National Labour Market Board distributes these funds to the 24 county labour boards with reference to labour market conditions in the various counties. The Board also issues general guidelines and follows up activities in the counties. Within the counties, the county labour boards are responsible for labour market activities. A proportion of the funding for labour market policy programmes goes to the employment offices, which decide whether applicants meet the requirements for employment training and help them to choose a suitable programme.
The employment service can also apply its funds to encouraging urgently needed training for established employees, especially in small and medium-sized companies. This training can be aimed at preventing lay-off or personnel cuts or at helping to adjust the skills of employees in connection with technical changes or changes in work organisation. Training is the employer's responsibility and can take place within the company or on the premises of an outside provider. The employer continues to pay the employees' wages during their training.

Trainee temporary replacement scheme
Combining the demands of production for efficiency and flexibility with civic demands for employment and security has long been an established Swedish strategy and this is now to be implemented as a wide-ranging offensive aimed at elevating the competence of the labour force.
To enable both industry and the public sector to make this necessary investment in personnel education, employers have, since the 1991/92 fiscal year, been entitled to receive a payroll levy reduction (tax-reduction) if they hire a temporary replacement for the employee who is undergoing training. This offer applies to all forms of training aiming at giving employee skills

to handle new technology or carry out new assignments. This is as long as the temporary employee is hired after referral by the Employment Service. In addition, the Employment Service will be able to sanction payroll levy reductions to meet the cost of the training thus given.

Personnel training

In-house training provided by companies and public authorities expanded faster than any other form of adult education during the 1980s. Personnel training, by definition, is financed by employers. To a great extent it takes place during working hours, but there are also cases of training being financed or otherwise supported by employers outside working hours. Both the proportion of employees receiving such training and the scope of the training itself is commensurate with employees' educational and salary levels. Public sector employees, relatively speaking, are offered more education than private employees, men are offered more education than women and white collar workers more than blue collar workers.

Personnel training is organised partly by companies and administrative authorities, but it has also generated a market for education in which municipalities, through their schools, the Employment Training Group, universities and university colleges as well as private educational consultants are active.

Youth training scheme

The Youth training scheme was introduced in mid-1992. The purpose of this programme is to give young people aged 18 to 24 useful and necessary vocational training, practise and experience from employment, mainly in the private sector. The measure is defined as education and lasts for a period of six months. If the employer agrees to employ the youngster after training has finished he may have him six more months. Employers are obliged to provide an introduction, guidance and meaningful practice but do not have to pay any salary or payroll tax. The Employment Service decides on the youth training scheme in agreement with the company and the youngster.

Commissioned adult education

Commissioned education, a relatively new element in Swedish education, can be offered by the universities and university colleges and by the national public education system as well. The educational activities thus provided must be fully paid for, not be State-subsidised nor may such education detract from the availability or development of normal educational activities.

Higher education

Higher education in Sweden is divided into undergraduate studies and post-graduate studies and research. Undergraduate education includes continuing and further education.
Instruction takes the form of lectures to large groups and seminars to smaller groups. Students are also expected to participate actively in group work, laboratory work and seminars. The language of instruction is usually Swedish, but a great deal of the compulsory course literature is in English. A number of programmes include *practical training* in the relevant industry or the public sector. Sometimes the practical training takes place during the university vacation in Summer. In many programmes a large part of the final term is devoted to work on a degree project or thesis. Students carry out these projects individually or in small groups. In order to make it easier for students who have regular jobs to take advantage of educational

opportunities, single-subject courses are often given in the evenings and on a part-time basis.

Roughly 30% of young persons go on to higher education after completion of their compulsory and upper secondary schooling. Apart from students coming straight from school, the post-secondary student population includes a relatively large proportion of mature students, i.e. students who have previously acquired various amounts of work experience.

Students in undergraduate education are able to freely choose their study route and to combine different subject courses into a degree. For study intended to lead to a degree, courses may be combined to form an educational programme (*utbildningsprogram*), if the university or university college so wishes. As a consequence of the new form of organisation of studies, there will be a greater variation in the courses of study available at different institutions of higher education.

The requirements for various courses of study are set out in the Degree Ordinance. All courses and educational programmes have to follow curricula, established by the individual university or university college. A first degree programme will generally take between 2 and 5.5 years to complete. The single-subject courses vary in length from 5 weeks to 1.5 years. The academic year last for 40 weeks and one week counts as 1 point.

There are two kinds of first degrees – general degrees and professional ones. The professional degrees *(yrkesexamen)* are awarded upon completion of programmes of varying length leading to specific professions, e.g. University Diploma in Medicine or Engineering. The general degrees are: *Diploma (högskoleexamen)* after studies amounting to not less than 80 points (2 years of study). *Bachelor's degree (kandidatexamen)* after completion of at least 120 points (at least 3 years of study), including 60 points in the major subject and a thesis of 10 points. *Master's degree (magisterexamen)* after studies amounting to not less than 160 points (4 years of study), including 80 points in the major subject and one thesis of 20 points or two of 10 points.

It is a question of definition whether the system of higher education should be included in CVT-models. Firstly higher education aims at education support and certification for certain professions and the further education step in this context might be labelled *continuing professional education or continuing higher education.*
Excluding degree programmes at undergraduate level and research training components in the system of higher education, examples of CVT could be picked from the wide provision of shorter courses used for occupational upgrading. Other examples are shorter vocational programmes for technicians (YTH, yrkesteknisk högskoleutbildning).

15.3 The system of Continuing Vocational Training

Continuing and further vocational training under the auspices of the Ministry of Education and Science and the Ministry of Labour, are of the following types:

- Supplementary courses *(påbyggnadsutbildning)* under the Ministry of Education and Science.
- Further Vocational Training; Vocational programmes for technicians (*higher technical*

vocational education, YTH) providing formal qualifications under the Ministry of Education and Science.
- Trainee Education (*aspirantutbildning*) under the Ministry of Education and Science.
- Education with priority in foreign language and computer studies for unemployed persons financed through educational vouchers (*utbildningscheckar*) under the Ministry of Education and Science.
- Courses giving qualifications for semi-skilled, skilled workers and middle management; the employment training system under the Ministry of Labour.

Privately run continuing vocational training may be categorised under the following main headings:

- in-service courses conducted in individual large companies or public bodies for their own employees;
- continuing training activities, offered by private course organisers, including consultancy firms, trade unions and employer organisations - trade associations etc. The activities vary greatly - often arranged as 1-3 day open courses;
- offered depending on demand in the market;
- suppliers' courses; a type of continuing course often provided in conjunction with the acquisition by a business of new technology/new equipment and according to the needs of the individual business.

Over and above continuing vocational training, or in conjunction with it, there is the public adult training system leading to a general qualification (municipal upper secondary adult education or municipal basic adult education). Graphically the Swedish continuing vocational training system can be described as follows.

Continuing Vocational Education

Ministry of Education and Science	**Ministry of Labour**	**Private Continuing Training**
Supplementary Vocational Training	*The Employment Training system*	*In-service Courses*
	In-House-training	
Further Vocational Training		*Private Course Providers*
	Trainee temporary replacement scheme	
Trainee Education		*Courses organised by trade organisations*
Voucher system		
General Adult Training		

15.4 Continuing Vocational Training: Concepts and Definitions

Definitions
In Sweden, the definition of continuing training is very broad. It includes all forms of continuing vocational and general training involving the participation of adult employees. This makes possible the extension of basic vocational or advanced training courses.

As described earlier, quite a large proportion of people of working age have a poor education. This is especially the situation among employees in many small and medium sized companies as well as for many women and immigrants. A lot of people may need education in subjects which young people receive in the upper secondary school. Some of them perhaps also need some general education which the lower secondary school provides. For adults this kind of education can be found in upper secondary adult education and in basic adult education. In a strict sense these kinds of education could perhaps be defined as further rather than continuing education as they, at least sometimes, also concern general education. This does, however present a number of difficulties in international comparisons. In this report, the following set of concepts and definitions will be applied:

Basic or Initial Vocational Training is that which represents the fundamental training/education within a given trade or profession. As a general rule, this training provides direct qualifications, qualifying the newly trained to carry out certain functions. In the Swedish education system this will be found in the municipal upper secondary school.

Supplementary Vocational Training consists of training programmes linked with the existing basic vocational training, or parts thereof, by means of which the student/trainee will typically obtain new vocational qualifications.

Further Vocational Training are training programmes of longer duration, often of one or more years. Further training qualifies the student to undertake functions within the area of training at a higher or vocationally more qualified level than that of the basic training. Normally, it gives competence, in so far as specific further qualifications are a condition for the carrying-out of a given function or for a given job.

Continuing Vocational Training is training activities of short duration, typically short courses of a couple of days or weeks, aimed at updating, refreshing or extending knowledge and skills gained during the basic training and at the same level as the latter including knowledge and skills which are later included in the basic training.

Parts of the semi-skilled workers' training have the character of continuing vocational training and must be included here as well. In a time of rapid technological innovation, continuing vocational training will often give the first introduction to new technology. Training is given either in the work place or at external courses and organised either by the work place, private or public training organisers or trade/vocational organisations.

Trainee Training, a temporary programme as experimental work introduced from autumn 1994, is a combination of experience at a work place or a company with advanced theoretical education. It is aimed at attracting skilled members of the labour force who at the same time

get opportunities for increasing their competence in subjects important for the chosen market. One of the goals of Trainee Training is to support small and medium sized companies in improving their competence. Its duration will be at least nine months. The theoretical part will start from upper secondary education level and be of relevance for the profession. The practical part consists of tuition and learning in work as in traditional apprenticeship.

During the school year 1994/95 under the *Voucher System* payment can be made to education suppliers if they organise education aimed at training of skills at upper secondary level for people who are registered as job-seekers and have not got a suitable job. The education shall be carried on at least half-part time and last for a minimum of 4 months.

In general continuing vocational education could be described as formal training activities taking place after completion of school education and possibly some vocational training, with the object of gaining and/or maintaining knowledge and qualifications intended for use in the labour market. By this definition a distinction can be drawn between that part of non-formal education which concentrates on spare-time activities only and thus does not aim at work or a vocation.

Types of Continuing Vocational Training
The various main types of CVT are:

- Basic Adult Education, partly (Ministry of Education and Science)
- Supplementary vocational training (Ministry of Education and Science)
- Further vocational training (Ministry of Education and Science)
- Upper Secondary Adult Education (Ministry of Education and Science)
- Trainee Training (Ministry of Education and Science)
- Voucher System (Ministry of Education and Science)
- Labour Market Policy training programmes (Ministry of Labour)
- Continuing in-service training
- Private courses
- Courses organised by trade organisations

Continuing vocational training may take place in schools run by municipalities or county councils or AMU centres, universities, university colleges, with private course organisers or as in-service-training in individual enterprises. The supply system is relatively comprehensive but the vast majority of vocationally oriented continuing training takes place against a background of public finance and organisation.

CVT activities may take place in or outside working hours and although the majority are financed from public funds, user-payment is becoming ever more common, frequently in combination with public training programmes. Objectives, aims and target groups for training activities vary from non-skilled machinery operator courses to true qualifying programmes, with formal examinations and documentation thereof.

Adult training in Sweden offers a wide range of continuing training, from narrow, company-related courses and courses focusing on specific functions, to individual-oriented training, focusing on personal development. Adult and continuing vocational training *publicly financed*

have different aims, and are characterised as being either directly vocationally oriented or by focusing as more general qualifications.

As for educational activities with mainly general orientation, it is generally believed that the study of general subjects e.g. Swedish language and literature, foreign languages, mathematics, the natural sciences - for the purpose of being more competent and developing insights has in itself a high educational value. It is therefore believed that access to such study should be multiplex and reasonably easy, and that vocationally-oriented adult education and training should as far as possible contain elements of general adult education.

15.5 Legal and Political Context of CVT

Laws and/or Legal Arrangements

Laws concerning CVT
There is no specific legislation concerning CVT. As mentioned earlier, due to our definition, CVT will be found in different forms within the Swedish education system as presented in sectin 15.3. CVT in Sweden is based on legislation both from the Ministry of Education and Science and from the Ministry of Labour. The Ministry of Education and Science is responsible for Supplementary courses and Further Vocational Training or Higher Technical Education and the Ministry of Labour for the continuing training of unemployed people or people at risk of becoming unemployed.

Qualification requirements
In Sweden there are only a few CVT vocational professions that require authorisation (regulated professions). Authorisation means that official recognition of a diploma is required in order to pursue a particular trade or profession. Certification is given both to employees and to the self-employed.

Training leave
The Educational Leave Act of 1975 (lagen 1974:981 om arbetstagares rätt till ledighet för utbildning) states that all employees are entitled by law to leave of absence for studies that must be pursued during working hours. The Act entitles an employee to leave of absence if he or she has been working for the same employer for the past six months or for a total of 12 months in the past two years. The employee is entitled to trade union education regardless of standing. The choice of study programme rests entirely with the individual; nor are there any restrictions on the duration of studies. Self-studies as such, however, do not come within the purview of the Act.

The right to educational leave is distinguished from entitlement to financial compensation. This means that, once educational leave has been awarded, the employee must either obtain compensation for loss of earnings by special agreement with the employer or else apply for financial compensation through, for example, the adult study assistance scheme.

The Act does not lay down any rules concerning employment benefits during educational leave. In other words no pay or other financial benefits are guaranteed. On the other hand,

there are job security rules applying to persons exercising their right to leave of absence. The Act also includes provisions concerning the right of a person wishing to discontinue his studies to return to work.

Contractual policy on CVT

Role of the social partners

In Sweden the social partners by tradition play an important role in creating and planning both initial and continuing vocational training. This is not always laid down in laws or ordinances, but exists as a result of common agreement.

Workers in Sweden began to organise themselves into unions in the mid-19th century. The first union was formed in 1846 when the Typographical Association was established in Stockholm. But the concept of organised labour in the modern sense emerged only after the industrial revolution began during the 1870s and 1880s. In the 1880s the first national trade unions came into being, most of them based on crafts. In 1898 a number of unions joined forces to form a central organisation known as the Swedish Trade Union Confederation (*Landsorganisationen i Sverige, LO*). A few years later, in 1902, the employers formed the Swedish Employers' Confederation (*Svenska Arbetsgivareföreningen, SAF*). In 1906 LO and SAF began to realise they had to recognise each other's rights, and signed the so-called December Compromise.

The Swedish Confederation of Professional Employees (*Tjänstemännens centralorganisation, TCO*) was formed in 1944 and The Swedish Confederation of Professional Associations (*Sveriges Akademikers Centralorganisation, SACO*) in 1947. A very large proportion of employees belong to trade unions.

Collective bargaining and agreements/joint action

The most important purpose of collective bargaining contracts is to preserve labour peace. If no such contract is in force, industrial action is permitted. Collective agreements also have a norm-creating function, i.e. a company and its union are not allowed to stipulate conditions which are worse than those fixed by the applicable collective contract.

It was characteristic of the 1970s in Sweden that industrial relation issues that were previously regulated by agreements came to be regulated by legislation. Once fundamental economic and social rights had been achieved, politicians became increasingly interested in labour relations. Unions wanted to raise the level of union influence provided by law. A large number of labour laws were passed between 1973 and 1977. The most important are:

- The *Security of Employment Act* (1974), which increased the influence of trade unions and the security of the employers. Dismissal of an employee must be based on so-called objective grounds.
- The 1974 *Act Concerning the Status of Shop Stewards*, which entitles trade union representatives to perform certain duties during paid working time.
- The 1975 law that increased opportunities for employees to be granted *leave of absence from work to pursue studies* for long or short periods.
- The *Work Environment Act* of 1978 which increased the rights of unions to help improve the working environment.
- The 1980 *Act on Equality between Men and Women* which forbids an employer from discriminating against an employee on account of sex. Men and women shall enjoy equal

opportunities for employment, training, promotion and on-the-job development.
- The *Vacation Act* of 1978, which increased the statutory minimum paid vacation from four to five weeks.

As to education, within the private sector there has been since 1982 an agreement on development (Utvecklingsavtalet, UVA) between the Swedish Employers' Confederation (*SAF*), the Swedish Trade Union Confederation (*LO*) and the Union of Private Salaried Employees (Privattjänstemannakartellen, PTK). This is a general agreement concerning education and information to employees for the three development sections, work organisation, technology and finance. The agreements have been followed by settlement between partners within most areas of industry and in some cases also on a local level.

Partnerships between social partners and public institutions/tripartism
During the height of the industrial era when technology was the principal resource, it was quite natural that the education system should satisfy the needs of society and industry by providing both basic and higher education and that this should be developed and operated within its own framework with little interaction with working life in general. The rapidly increasing significance of competence as a basic resource imposes demands on greater flexibility and capacity for change in the education system. Managing the future supply of competence and the increasingly higher demands for competence requires not only that resources of different education organisers be used jointly but that close co-operation between school, education organisers and working life be developed. Only then can there be a holistic view of education and its role in the development of competence in working life. If co-operation between education and working life is regarded as natural e.g. searching for knowledge, development towards increasing learning in working life will be facilitated.

During the 1970s and 1980s *resource centres*, in particular technology centres, were created in many municipalities for co-operation between the various suppliers of education and local trade and industry. In some municipalities a resource centre may consist of huge, well-equipped premises with permanently employed staff and can have considerable economic resources whilst in other municipalities, it may be just a single person working to facilitate contacts and the common use of resources between education and business life. Activities are financed by contributions from organisers of education, municipal business foundations and companies.

Through co-operating in such centres, different educational suppliers are able to use the premises, equipment and staff jointly. In this way, a wider variety of education can be offered and the quality improved. Particularly in smaller municipalities, such joint efforts can greatly improve the range of education and its accessibility, for both young people and adults. In the early 1990s, the government stimulated the development of knowledge centres by means of special state grants.

Other sectoral joint bodies
To give some examples the electrical trades have formed a centre for development and education in Nyköping where it is possible to update knowledge of new technologies and to supply new knowledge to persons involved in the trade. A centre of the same kind has also been established in Katrineholm by the Heating, Water and Sanitation Employers' Association.

(VVS-Entreprenörernas Arbetsgivareförbund), the Swedish Building Workers' Association (Svenska Byggnadsarbetareförubndet) and the Katrineholm Municipality (VVS-Branchens Utbildningscentrum).

15.6 Financing Continuing Vocational Training

Total investment and sources of investment
In Sweden statistics on how much money companies do invest in CVT is not available. There is no law on setting aside special funds for CVT. It is up to the company to decide. As from 1986 Statistics Sweden (SCB) has performed statistical surveys concerning education and training on an individual basis. From these surveys it is possible to estimate the investments made by different regions, trade unions or occupational groups.

Education and training of the labour force in Sweden decreased by 47% between 1990 and 1993. On average every employee got 40 minutes of training every week. Total time set aside for education in 1993 amounted to 1.6 % of all working time. White-collar workers, middle aged, full-time workers and women participated more often than others in education paid by the employer. Total wages in Sweden amounted to SEK 864,000 mill in 1993. In terms of this, 1.6% of the total wage bill, makes an estimated total expenditure for CVT of SEK 13,800 million.
During 1993 every fourth person within the Swedish labour market was involved in some type of training, paid by the employer. The proportion of LO-members, participating in training was considerably lower compared to the organisations of salaried employees (see table 2). LO members, who were trained, had, on an average, an equally long period of training, as had white-collar workers.

Table 2: Time for training by trade union and sexe

Union head organisation	Time for training (days/trainee) Men	Women	Total
LO (blue-collar)	6.4	7.4	6.5
TCO	7.5	5.3	6.2
SACO	8.4	5.0	6.8

Nine per cent of the labour force were immigrants, born abroad. Immigrants participated less in training than Swedes; 17% against 23%. The explanation was that immigrants more often were occupied in a profession which had low activity in training.
The change in days of training between 1990 and 1993 was considerable. All industries and sectors had decreased their training-activities. The decrease was largest within the branch of transport and communications followed by manufacturing. The self-employed sector and agriculture, forestry and fishing showed the largest decrease. Training is mostly carried out as in-house training. The following tables show an estimate, made by Statistics Sweden, of the total investment in CVT.

Table 1: Estimate of costs in personnel education in MSEK

	1989	*1990*	*1992*	*1993*
Administration	890	932	942	579
Premises	982	1089	919	425
Educational material	684	716	724	444
Travel	320	336	339	208
Boarding	2634	2760	2789	1713
Teachers	19778	21876	18428	11666
The salaries of the students	41534	45939	38699	24498
Total	**66822**	**73648**	**62840**	**39533**
Percent of GNP	**5.45%**	**5.47%**	**4.37%**	**2.73%**

The costs for personnel education have decreased during the last year because of the economic recession. The decrease corresponds to an increase in the costs of especially employment training and to some extent education within the school system e.g municipal adult education.

Financial incentives for investment in CVT by enterprises in general and/or small and medium size enterprises

The vocational training system in Sweden is characterised by a very substantial public engagement, both with respect to financing and development of training. As described in section 1.3, governmental provision of CVT has a long tradition and plays a very important role.

A general and jointly shared political attitude is that social investments in CVT are necessary in order to keep the labour force up-to-date and develop their skills. The financial incentives for companies to invest in CVT are thus great as a result of attractive, mainly public financed provision of vocational training courses.

The municipal adult education is the most important provider of CVT within general aducation. The municipal upper secondary adult education and municipal basic adult education as well as the National Schools for Adults are offered free of charge to companies, and study assistance to participants is paid by the State. Also employee training is offered to enterprises free of charge. In addition to this, there are possibilities to get tailor-made courses for individual companies at these schools or AMU-centres but on a commissioned basis.

Wage costs for the temporary employee entitles employers to a deduction in the average unemployment insurance benefit rate. The deduction for training costs is up to SEK 75 per hour of training and employee, subject to a limit of 30,000 per employee. Temporary replacement for persons undergoing training is estimated on average to provide temporary employment for 0.3% of the labour force every month, at the same time as competence-improving training is received by the same percentage.

There are no other special tax policy arrangements for companies.

Financial incentives for investment in CVT by individuals

All CVT in Sweden is traditionally free of charge for the participant. The courses are either run by the State or - if commissioned - by companies.

A need for extension of CVT is foreseen, which will have to be financed. It can reasonably be expected that expansion will have to be financed through a combination of greater public expenditure, user-payment by companies and vocationally oriented CVT as leisure-time studies (unpaid) for employees.

To afford living costs during studies there are incentives for investments in CVT for individuals in the form of (financed by the State) study assistance. Employment training is directed towards those who are unemployed or at risk of being unemployed. These groups also receive grants while they are attending the education, corresponding to the level of their unemployment benefit. Another incentive for the individual to enter education is of course the wage, or more specifically the expected wage after completing education. The wage gap between high-income and low-income earners is quite low in Sweden.

15.7: Provision of Continuing Vocational Training

An important role in providing continuing vocational training in Sweden is a shared responsibility by the State together with the social partners. CVT is, to a large extent, publicly funded and publicly provided. Both the Ministry of Education and Science and the Ministry of Labour are responsible for adult and further education.

Types of providers

Providers of CVT can be subdivided into public institutions, trade unions, Employers' associations and private enterprises. As mentioned earlier, Sweden has a large number of education enterprises. A number of these offer not only education but also consultancy and technology services. There are also educational institutes providing education for manual workers. Education companies too, are very much concerned with the training of senior executives.

Education companies, however, account for a relatively small share of the total volume of educational activities. Various surveys have indicated that only 15-20 per cent of this volume is provided by outside educational organisations.

Table 3: Market share for various providers of corporate training assessed from number of participants in CVT

Corporations themselves	68%
Corporations for customers	13%
Higher education	3%
Trade unions	3%
Governmental agencies	2.7%
Other education enterprises	2.7%
Interest organizations	2.6%
Study associations	2.5%
Others	1%
AMU-team	0.7%
Komvux	0.7%
Folk high schools	0.1%

Forms of arrangements for trans-company provision CVT
Federations for employers and different federations/organisations for employees have either together or individually, created institutes for pursuing and providing education. Examples include the Institute for Industrial Management, the Swedish Management Group and The Council for Education of Salaried Employees just to mention a few.

Provision of CVT for the poorly qualified and/or unemployed
As described in section 15.2, there is a long tradition in Sweden of offering unskilled and semi-skilled workers employment training to upgrade their skills to match the needs of technological development. The term poorly qualified includes people lacking skills, having obsolete skills, or people in need of retraining. Those training activities are described in other parts of the report. Here we will only provide a description of CVT activities for functionally disabled people and others who need particular help in finding jobs. Under each county labour board (LAN) there are one or more employability institutes (AMIs) for providing support for functionally disabled job-seekers and others who need particular help in finding, obtaining and holding jobs. The activities are mainly vocational preparation and intensified guidance. In Sweden there are totally about 100 AMIs. AMI's efforts for job-seekers are made through, first, *consultancy activities* at the employment offices and, secondly, *enrolment periods* of varying length at the institutes. The special AMI activities for the functionally disabled involve particularly extensive consultancy work. The methods used in AMIs are based on the conviction that *every human being has assets that may be utilised* in education and work. Helping job seekers to identify and make the most of these assets is one starting-point for AMIs activities. They are also aimed at *helping individual job seekers to form opinions and*

make up their own minds about the goals they wish to strive for in the labour market. The ways in which the inputs are arranged provide an incentive for and require an active commitment from, the job-seeker. *Each person's particular needs are made the basis of an individual plan* that determines the nature and scope of inputs.

Through what are known as "working-life services" (ALT), the Labour Market Administration can offer vocational rehabilitation for people in employment as well. Rehabilitation services are available, for a fee, to social insurance offices and individual companies. AMI experts participate, when required, in implementing these services. This applies in particular to the special AMI activities for those with impaired hearing/the deaf, people with impaired vision and the physically disabled. In order for the AMIs efforts for the functionally disabled to succeed, one prerequisite is *effective medical and social support measures.* The AMIs therefore engage in close co-operation with the public authorities and institutions responsible for providing this support.

Regional specifications
Ensuring regionally balanced economic growth is an important objective of Swedish economic policy. For this purpose a number of regional development programmes have been established in order to improve infrastructure, transportation and the business climate in the sparsely populated northern part of Sweden as well as in other areas suffering from severe structural unemployment.
The country is divided into 24 counties and 284 municipalities. The providers of CVT are spread all over the country, so no one will have to travel long to attend common CVT activities.

Training staff in CVT

The quality of CVT depends on a lot of factors such as the content, the learning environment and not least the qualification of teaching staff. As mentioned before, a lot of CVT in Sweden is arranged within the ordinary education system. In-service training is arranged within companies but also commissioned externally on a consultancy basis. A distinction must therefore be made between training personnel working in public institutions that provide training and training personnel working in private institutes or enterprises. In the first there will be problems in getting accurate figures of the number of teachers engaged only in CVT teaching. As for the second category, these trainers are often employed by the company. Professional qualifications and supervisory experience in their enterprise is often used by trainers as the basis for the education to be provided. It is impossible to estimate the dimension of this kind of teaching staff.

Education of teachers in vocational institutions
An important basic principle is that upper secondary school vocational education should be geared to changes in how teachers work and the organisational structures for the work. The upper secondary school reform and the move towards a more course-based approach in school improves the chances of achieving this.
Both working life and upper secondary school are developing at a rapid pace. It is therefore vital to analyse how this development affects the competence required of vocational teachers.

Increasingly higher demands are made on people in working life. The trend is moving away from narrow specialisation to a broad range of skills, away from mechanically controlled work to problem solving and away from individual to team work. Demands for theoretical qualifications are also increasing across the board.

The reformed upper secondary school is geared to meet the demands of working life for broad-based skills. The national programmes in the reformed upper secondary school are considerably broader in scope than previous vocational courses of study or special courses. They provide education within a broad field of knowledge, not just training for a particular occupation. Increased breadth is also reflected in the increase in the number of general subjects. To be able to meet these requirements, teachers' qualifications must be improved and enhanced. This applies in particular to vocational education in upper secondary schools.

In order to investigate how this could be organised, the Government, created in June 1993 a commission on Competence Requirements for Upper Secondary School Teachers of Vocational subjects. In the final report of August 1994 the Commission made an assessment of the qualifications required of future vocational teachers and how these requirements should be met. The Commission also made proposals for a future model concerning the division of responsibility between society and working life for upper secondary vocational education.
The Commission regarded it as a serious drawback that there are no natural channels for further training for the large group of vocational teachers. It is therefore important to develop further training in both the vocational teacher's own subject and in educational theory and practice. Access to such courses should be conditional upon a certain number of years of teaching experience after completion of training, documented in a special teaching proficiency certificate for upper secondary school teachers of vocational subjects. The proposals from the Commission are to be submitted in a government bill to Parliament later on.

15.8 Access to and participation in training

Legal and/or Political Arrangements Regulating Access

In the public school system
In the School Act it is stated that the municipalities are obliged to make an effort to provide upper secondary adult education and supplementary adult education corresponding to demand and individual needs. The courses are free of charge and funded out of taxes. To be eligible for courses within the upper secondary adult education and supplementary vocational education, an applicant must be lacking formally or informally the knowledge which the course is meant to give as well as fulfilling the prerequisites to keep up with the education. The board for each school decides on which courses shall be provided and which students shall be accepted. The courses are free and funded out of taxes. The selection procedure will be equivalent to that for municipal adult education.

Universities and university colleges
To be admitted to higher education programmes in Sweden, a student must first fulfil the *general admission requirements* which are common to all study programmes, and then meet the *special admission requirements* which may be imposed on applicants to a particular study

programme or course. The general admission requirements are completion of at least a national programme at an upper secondary school or another equivalent course within the Swedish educational system. A person can also fulfil these requirements by being at least 25 years old, having a record of at least four years of work experience, and possessing a knowledge of the Swedish and English languages equivalent to that from a completed national programme in the upper secondary school. To enter most study programmes and courses, a person must also fulfil special admission requirements, i.e. student must have upper secondary-level knowledge of the particular subjects essential to that study programme or course. All education is free of charge for the student.

Folk high schools

Folk high schools may have state-subsidies. In the rules for this, it is stated that activities aiming to level out the gap in education and to increase the level of education in society shall be a priority as well as such activities arranged for less advantaged groups. Long-term courses mainly for those lacking lower secondary or upper secondary schooling shall be organised annually and account for 15% of all courses. Thus there is complete liberty for mandators of folk high schools to decide the emphasis and content of their activities themselves. There are no curricula or syllabi formulated by external parties, nor are there any certificates issued. All schools organise long-term as well as short-cycle courses and many schools offer special courses in a particular subject field, e.g. drama, music, immigrant studies or youth leadership. Certain courses confer eligibility for post-secondary education. In these courses the candidates for folk high school must be at least 18 years old and must have completed compulsory school or its equivalent. In other courses the participants must be at least 16 years old. Tuition is free of charge but students pay their own board and lodging.

Commissioned education

The educational activities provided within commissioned education must be fully paid for by the employer and cannot by any means, be state-subsidised; commissioned education cannot detract from the availability or development of normal educational activities. As it is financed by the employer, it is the employer who decides on who will attend in agreement with the employee and also to some extent with the trade union. There is no legislation governing entitlement to or influence on this type of education. Decisions relating to personnel training are made by the employer, but the trade unions are able to exert various degrees of influence.

Employment training

Employment training is fully financed by the Swedish Parliament with Government funding allocation for labour market policy programmes through the national budget. Access to employment training is conditional on current or imminent unemployment, in addition an applicant must be at least 20 years old and registered with the public employment service as a job-seeker. Tuition is free of charged for the participants.

Overall participation in CVT

The following graph gives information on the extent of in-service training within the whole labour force.

Approximately about 3 million persons have participated in some form of CVT[1] of different duration. Most personnel education consists of courses ranging from 3 to 5 days while municipal adult education is often full-time. More than 1.3 million people have been subject to personnel education i.e education paid by the employer. This is 28% of the total labour force of 4.5 million people. This is the type of education form that has most relevance to the present job. The folk high schools have about 180 000 participants, in their long and short time courses. Due to high unemployment popular education also provided courses for unemployed people. These measures have encompassed approximately well over 10 000 persons in short time courses.

In employment training there were 168 000 participants, during the fiscal year 1993/94. About half of all employment training assumes the form of special courses, arranged by the AMU-Group. Training activities focus mainly on manufacturing industry, caring services and office/administrative occupations. About half of the participants are women. Immigrants and occupationally handicapped make up one-fifth of the total number. Rather less than half of all employment trainees have, at most, received nine years compulsory schooling and the same number have attended upper secondary school. Most people who begin employment training also complete it. For many years about 70% of all students in the vocational courses could find jobs within six months of completing their studies. In the current employment situation, this figure has fallen to around 25%.

Participation in CVT by industry/economic sector
From what can be seen in graph 3 the public sector and the bank and insurance sector are those with the highest share of participants in personnel education, namely between 30 and 40% of employees. Agriculture, forestry, fishing and the trade sector are sectors with the least personnel education. In the industrial sector between 20 and 30% of the employees have participated in personnel education. One can see the sharp fall in personnel education after 1992.

15.9 Other aspects of continuing vocational training, quality and certification

Planning of continuing vocational training

National planning
The system of education in Sweden is very decentralised. As explained earlier, the municipalities are responsible for carrying out education in accordance with national goals. The different courses and programmes within the educational system are therefore steered by the student's choices. The dimension and direction of municipal adult education relies primarily on the student's choices and not on forecasts of the labour market situation etc.
Since one of the objectives of the labour market education is matching the supply of employees and unemployed to the demand of employers, there is a system of measuring/studying the demand for competencies in the labour market. The Labour Market Board makes short-term labour market projections, normally for 6 months up to a year. These

[1]Figures from fiscal year 1991/92, 1993/94 and year 1993.

projections are published twice a year. Statistics Sweden (SCB) makes long term projections on the development of the labour market and the need for different types of education and competence.

Regional and local planing
In most of the municipalities, there are what is known as vocational councils or programme councils where co-operation between the school and local trade and industry is fostered by the planning of, for example, workplace training. Larger purchases of equipment such as numerically-controlled machine tools are discussed and the school receives good advice about the course from professionals outside the school. In some municipalities there are also other kinds of joint action between the voluntary school forms and working life. These include business councils, reference groups and informal networks, foster companies, business seminars and conferences, also of great help when it comes to establishing contacts between school and working life. Within these bodies it is also possible to monitor the development and need for competence of the local labour market. The local school board can decide to establish local courses in adult education suited to the needs of the local labour market.
The County Labour Board makes surveys of the regional need for different competencies. Decisions over what kind of education the County Labour Board will buy are based on these surveys.

Individual companies or enterprises
Only large companies/enterprises can afford to have a special section for analysing the needs of future skills and the planning of training according to these needs. For small enterprises there is an association of suppliers of education (*Utbildningsföretagens Förening*), which yearly, through questionnaires, help these companies analyse their education needs. The answers to these questionnaires will be sampled in a report which will be the basis for the education to be offered by a large number of private education institutes. This makes it possible for enterprises to affect the supply of education. It is, at the same time, possible to keep an eye on the quality. An institute lacking a good reputation will have fewer and fewer customers.

Quality standards and quality assurance methods

National quality assurance
As explained earlier there is a distinction between the public educational system where the state and the municipalities have control over the supply of education and other forms of education. It is therefore necessary to divide the different education mandators into four groups: municipal and national adult education, popular education, employment training and other education suppliers.

Municipal and national adult education
Municipal and national adult education are steered by, among other things, a national curriculum and national syllabi. The goals stated in the curriculum for the non-compulsory schools are of two kinds: goals that the education should strive towards and those that everybody shall be given the opportunity of achieving. The set of foundation values which are to influence the activities of the school and the demands imposed on students and school staff have been set out in six different sections: knowledge and skills; norms and values; student

responsibility and influence; head teacher's responsibility, choice of education – working life; and grades and assessment.
The system of control consists of national tests. These tests will make it easier to compare results in different schools in assessing grades.
In accordance with the steering system in Sweden, goal and result-oriented, there is a national follow-up and evaluation system. Parliament and the government shall control educational activities by defining national goals and guidelines for education, while the national and local education authorities are responsible for ensuring that the education system is arranged in accordance with national goals. Within the framework and guidelines laid down by Parliament and Government, the organisers enjoy considerable freedom to determine how activities are to be implemented and how resources are to be distributed and used. However it requires the State and local authorities, as well as individual schools and institutions of higher education to systematically follow up and evaluate educational activities in relation to goals and conditions applying to these. The aim is for Parliament and the Government to be able to monitor and assess adherence to national goals and guidelines by obtaining an understanding of the results being attained in education.

Another aspect of quality is the education and training of teachers. The School Act stipulates that the municipalities must employ teachers with an education from a teacher's training college. Only under special circumstances can they employ a person without a University diploma in education. The School Act also states that the municipalities must provide continuing training/further education for teachers.

Popular education
Popular education activities are partly State-subsidised but the various mandators are at complete liberty to decide the emphasis and content of their activities themselves. There are no curricula or syllabi formulated by external parties, nor are there any certificates issued in popular education. The folk high schools and the adult education associations have jointly set up the National Council for Adult Education (Folkbildningsrådet), which is responsible for the distribution of government subsidies to the folk high schools and study circles and for evaluating the activities of these establishments.

The quality control of employment training
There are no formal arrangements for assessing the skills and competence held by unemployed clients of the public employment service in Sweden. Since the Swedish government and Parliament advocate an active labour market policy, the main purpose of employment training in Sweden is to reduce unemployment, promote economic growth and support disadvantaged groups. Employment training is primarily vocational but it is also possible for unemployed people to take courses within the ordinary education system. If they do, they are normally examined in the same way as other students.

Certification, validation, accreditation
There is no formal system for recognition of further skills and competence acquired by unemployed persons in government-funded training programmes. The employment training generally gives the opportunity of receiving a 'certificate' which documents what is included in the training.

The Employers' Education Committee lais down rules for journeymans' tests. On the local and regional level questions concerning education will be taken care of by the education bodies within the local associations and the districts.

The committee for Master Craftsmen's Diploma is responsible for examining the qualifications by those who claim a master craftsman's diploma. After finishing courses in economics, marketing and labour legislation, it is possible to receive the Diploma as a leader of business from the Employers' Association. Application for such Diplomas should be examined by the Employers' Education Committee.
Within the Motor trade Union there are special tests arranged for highly skilled workers.

15.10 Major developments and perspectives

There are difficulties of defining the future internal and external context of CVT. Thus, there is a strong need to clarify the role of continuing vocational training in a more diversified provision of post-compulsory learning options in Sweden. The traditional borders between general adult education and vocational training or between youth education and adult education are no longer useful.

It becomes increasingly difficult to design a continuing learning project aimed at a certain vocation. Increasingly, policy makers underline the importance of general education and generic competencies. In practice, this leads to more policy attention to broad programmes instead of early specialisation e.g. an apprenticeship model adapted to a certain vocation.

Customised education and training has stimulated various mandators and providers to collaborate in a way that was not possible four or five years ago. In order to analyse the role of continuing vocational training in Sweden it is also necessary to consider the impact of the policies of independent schools and school-voucher models. New independent schools are not only starting at compulsory level, but also in the field of upper secondary education.

As mentioned in previous sections there is a risk that some of the new privatised vocational schools based on just one or two programmes may not be competitive with respect to quality, professional development and efficient resource allocation. Thus a stronger vocational or occupational profile may support vocational training for a specific occupation, but might have a negative impact on the continuing learning process needed in a pattern of recurrent education or lifelong learning.

In addition to the important task of producing relevant and critical overviews of the system of CVT in various countries, there is growing importance for a policy discussion and analysis of the objectives, values, functions and organisational patterns of CVT in a learning society. There is also a need to illuminate and clarify the hidden contracts in this part of the education system. One part of this contract, is the agreement between public interest and the market on who is paying for various learning experiences that are provided in a system of CVT. This is of particular interest with regard to the need for upgrading the competence of the present work force, but also for various aspects of school-to-work transition patterns for youth. Educational leave of absence and various forms of study assistance are crucial support systems for those who need external vocational education. A learning-oriented work environment is one of the

cornerstones on which to build efficient patterns of CVT in a lifelong perspectives. Last but not least, there is the responsibility and the commitment of the individual employee to keep his or her learning tools and study motivation in good shape. The quality of initial education or compensatory programmes for adults with a lack of education are the best guarantee for the individual's determination for lifelong learning. Thus, the learning interest and study motivation needed for such a task could also be provided outside the system of CVT, in Sweden the folk high school is a good example. The mixed pattern of learning goals and provision of good educational programmes signifies a learning society.

16. CONTINUING VOCATIONAL TRAINING IN THE UNITED KINGDOM

Norman Davis

16.1 Introduction

The report draws extensively on official reports of the United Kingdom Government, including White Papers, on annual reports and publications of the various organisations responsible for the different aspects of vocational education and training (VET) and on the results of surveys providing quantitative evidence on participation in and the costs of VET.

The main report includes chapters on:

- The vocational education and training system
- Concepts and definitions
- The legal and political context
- Financing of continuing vocational training (CVT)
- Supply of CVT
- Staff engaged in training
- Access, attitudes and participation in training
- Planning, quality and certification of CVT

In this abstract, the key points from the main report will be summarised under five headings:

- The main characteristics and features of the CVT system in the United Kingdom
- Access to and participation in training
- The supply of training
- The planning of training
- Conclusion

United Kingdom Training Strategy

The main characteristics of the training system in the UK summarised later in Section 2 reflect the Government's response to the economic situation facing the country, the challenges and opportunities which exist and the goals to be achieved.

It is the view of the UK Government that economic success, and the social benefits that can be provided only by a successful economy, require vocational education and training arrangements that are responsive to the needs of firms and the aspirations of individual workers. However, the Government does not believe that such arrangements can be brought about by national legislation or regulations at a time when flexibility and constant adaptation in training are required in order to respond to the challenges facing firms and workers.

The core themes of the Government's overall strategy are:

- it is for employers and individuals to accept greater responsibility for training and its cost because they are the principal beneficiaries;

- the education system should be more responsive to the needs of industry and that, in order to remove one of the perceived weaknesses in past arrangements, vocational skills should enjoy greater parity of esteem with academic qualifications;
- the maintenance of a skilled workforce depends on the existence of a learning culture which fosters lifelong learning and offers opportunities for progression
- the role of Government is to ensure that an appropriate framework is in place and that help is available to those, such as young people and the unemployed who are least able to help themselves.

National Targets for Education and Training

The importance of having a skilled workforce was recognised by the Confederation of British Industry (CBI) in 1989 when it proposed National Targets for Education and Training. These have gained the support from other employer organisations, education and the Trade Union Congress (TUC). They have the full backing of Government. The Targets set clear objectives for achievement in education and training for all young people, adults and employers. These are summarised below:

- by 1997, at least 80% of all young people attain National Vocational Qualifications (NVQ or, in Scotland, Scottish Vocational Qualifications (SVQ) at level 2 or its academic equivalent;
- all young people who can benefit should be given structured training, work experience or education leading to NVQ/SVQ level 3 or its academic equivalent;
- by 2000, at least half of those reaching age 19 should attain NVQ/SVQ level 3 or its academic equivalent;
- all education and training provision should be structured and designed to develop self-reliance, flexibility and broad competence as well as specific skills;
- by 1996 all employees should take part in training or development activities as the norm;
- by 1996, at least half of the employed work force should be aiming for qualifications or units towards them within the NVQ/SVQ framework;
- by 2000, 50% of the employed work force should be qualified to NVQ/SVQ level 3 or its academic equivalent;
- by 1996, at least half of the medium sizes and larger organisations should qualify as *Investors in People;*

The Challenges and Opportunities

The Government's policy, the measures it has taken and the response by British industry are a recognition that, in recent years, the positive links between skills and competitiveness have been widely accepted. This awareness has its origin in four key developments and the challenges and opportunities they present to both employers and workers. These are:

- the initial impact of the introduction of the Single European Market from the start of 1993;
- the competitive challenge in terms of technical change, quality and customer responsiveness from the Far East and North America;

- the way in which jobs and the skills needed to do them are changing;
- the effect of demographic change on the labour supply and its composition.

16.2 The main characteristics and features of CVT

Many of the features of CVT in the United Kingdom have their origins in the White Paper, Employment for the 1990's (CM 540, 1988). At the time, the Government recognised that a radical reform of the training system of the United Kingdom was needed.

In *Employment for the 1990's* the Government set out its aim which was to:

> ".....promote, in a new partnership with employers, the establishment of such a training system - one which will be capable of contributing more effectively to Britain's international competitive success. The aim must be to facilitate access to relevant training and vocational education throughout working life for every member of the workforce, at every level from entry to top management."

The role of Employers

The important role of employers in the field of vocational training has been recognised by the Government in the responsibilities that it has given to them for overseeing training arrangements at all levels; locally, sectorally and nationally.

A national network of locally based employer led *Training and Enterprise Councils (TECs)* in England and Wales and *Local Enterprise Companies (LECs)* in Scotland has been established with responsibility for ensuring that training is responsive to the skill requirements of the local communities. Each year the Government issues strategic guidance on labour market trends to the TECs and LECs to assist them in preparing their own operational plans.

Two other networks of employer led organisations have also been created. *Industry Training Organisations (ITOs)* act as the focal point for training matters in their sectors. One of their main tasks is to ensure that TECs and LECs are kept informed about sectoral labour market needs.

Industry Lead Bodies (ILBs) have an occupational focus and are responsible for identifying the standards of competence required of workers in their occupations and which then form the basis of the new *National Vocational Qualifications (NVQs).*

The development of National Vocational Qualifications has been the responsibility of the *National Council for Vocational Qualifications (NCVQ)* in England and Wales. Parallel work in Scotland has been underway to design *Scottish Vocational Qualifications (SVQs),* accredited and quality checked by *SCOTVEC.* The NVQ/SVQ system provides a five level framework of qualifications based on the standards of competence, which provide for progression through the different levels defined by the ILBs. By January 1993, qualifications

had been developed which covered 83 per cent of the employed population up to NVQ/SVQ level 4 in all of the economically most significant occupations *Reforms to the Education Sector.*

Major reforms have also been undertaken in the Education sector. The Further and Higher Education Act 1992 removed further education and sixth form colleges from local authority control and made them autonomous bodies with funding from newly established Further Education Funding Councils for England and Wales. In Scotland also, the further education colleges became corporate bodies with local identity; their funding coming direct from the Scottish Office.

These changes reflect the Government's view that institutions are likely to be more business-like and thus more responsive to industrial and commercial needs and those of the community, if they are not treated as a service under local authority control.

In Northern Ireland, unlike in England and Wales and Scotland, further education colleges have not been removed from local Education Authority control. However the future planning and funding of further education is one of the subjects under review in Northern Ireland.

The Further and Higher Education act 1992 also removed the formal distinction between universities and polytechnics and introduced a single funding structure for higher education. The Further and Higher Education (Scotland) Act 1992 brought about similar changes in Scotland.

New programmes such as *Education and Business Partnerships* and *Compacts* have been launched to help make the education sector more responsive to the needs of industry.

For adults, particularly, new opportunities for learning at a time, place and at a speed to suit themselves have also been opened up, with the strong support of Government, by the developments in *Open and Flexible Learning.*

Government help for Firms and People
As part of its drive to ensure that individual firms are meeting the challenges they face the Government launched a new initiative in 1991 called *Investors in People.* It is designed to encourage employers of all sizes to improve business performance by linking the training and development of their employees to their business needs. Companies must conform to certain standards before they can be recognised as an *Investor in People*

Help for individuals is provided in a number of ways. *Gateways to Learning* is a new initiative which brings together a range of local services offering advice and guidance on training to adults and which can provided some financial assistance to purchase such advice.

Financial assistance is also available to help individuals to pay for their own training. Money can be borrowed on favourable terms through *Career Development Loans* to help individuals pay for their own training leading to nationally recognised qualifications and *Training Credits* are being piloted in a number of TECs. The latter are designed to motivate young people to take up training by giving them real purchasing power and so give them access to a wider choice of training routes and opportunities.

The Government's direct role in vocational training is two-fold. First, it provides assistance to young people during the period of transition from school to work. The main programme through which this is achieved is *Youth Training (YT).* This aims to provide broad based vocational education and training mainly for 16 and 17 year olds. It is open to both employed and non-employed young people.

The Government guarantees all young people aged 16/17 years who are not in full-time education or a job, an offer of a suitable place on YT if they want one. TECs and LECs work closely with the careers services to implement this guarantee. Trainees who are not employed are guaranteed a minimum weekly allowance depending on age. Since the Youth Training Scheme (the forerunner of YT) was launched in 1983, over 3.5 million young people have been trained. YT is now the accepted route into many occupational areas.

Secondly, the Government provides training opportunities for the unemployed through *Training for Work* and through other forms of assistance. Training for Work is also delivered by TECs and LECs. It is available to those unemployed people who have been out of work for six months or more. Immediate entry is available for those needing basic literacy or numeracy training, those requiring English as a second language and those who are victims of large scale redundancies. Priority in recruitment is also given to those people with disabilities and people who have been unemployed for more than twelve months.

Trials are underway to test the use of *Open Learning Credits* for unemployed people to purchase open learning material and support as an alternative to mainstream training provision for the unemployed. The Business Start-up Scheme, supported by training packages provided by the TECs, helps unemployed people start their own businesses.

Through Training for Work, the unemployed are given opportunities to improve and update skills or learn new ones or to do temporary work of benefit to the community. The planned expenditure on the scheme in 1993/94 was £936 million.

What is Training?

In the United Kingdom there is no legal definition of what constitutes training and therefore none for continuing training. In the administration of Government programmes which provide assistance for training, the types of activity which may be supported are defined. Also, for expenditure on training to qualify under the Government's Career Development Loan Scheme

or to be eligible for tax relief the training undertaken must comply with the definition of training given in the relevant regulations.

As already mentioned, the Government's priority is a training strategy built on arrangements which are flexible and responsive to the needs of employers and individuals. The emphasis, therefore, is on outputs, i.e. the achievement of National Vocational Qualifications or their equivalents, rather than on the process by which they are achieved. This means that formal courses undertaken away from the place of work, on-the-job training, the use of open and distance learning material, attendance at conferences and seminars and planned job rotation may all be considered as training. In surveys designed to measure training activity, however, practical considerations will often determine the definition to be used and this may depend on whether the respondents are employers, individuals or education and training providers.

16.3 Access to and participation in training

It has been the Government's policy to reinforce the long tradition in the United Kingdom of flexible opportunities for training. Evening classes and correspondence courses, for example, have a long history of providing educational or training routes for people who did not, or were not able to follow the more conventional routes to obtaining skills and qualifications.

The development of even more open and flexible routes and the financial incentives through tax relief on personal training expenditure or from career development loans, which were referred to earlier, now extend the opportunities available for individuals whose personal circumstances may have otherwise limited the opportunities available to them.

Access courses for mature students wishing to go to university and the accreditation of prior learning are also examples of ways in which the absence of the usual entry requirements for advanced study need no longer be a barrier to gaining new knowledge and skills.

Improved careers advice and guidance, personal assessment and easier access to information generally, have also increased awareness of the training opportunities available and the benefits to gained from them.

Employers also are increasingly recognising the importance of training to their competitiveness. Evidence of this is shown in the results of the Labour Force Survey carried out in the spring of each year. Questions on training have been asked in the survey since 1984 and refer to training undertaken in the four weeks prior to the survey's reference period. In 1984, 9.2 percent of employees reported that they had received some training over the four week period. In 1992 the proportion stood at 14.5 percent, a more than 50 percent increase despite the impact of the recession during which training activity fell back from the peak levels reached in 1990.

Despite the initiatives which have been taken to open up opportunities for access to training, and the significant growth which has occurred over the past decade, there remains marked differences in the levels of participation between different groups within the population; between the levels of training provided in different sectors of industry; and by different sizes of enterprises.

By sector

For employees, the highest rates of training are found in the service sector with nearly 20 percent of those employed in a service sector group, which includes health and education services, receiving training in the four week survey period in the Spring of 1992. In the financial services sector 17 percent received some training In contrast, only 6 percent of agricultural workers received training over the same period.

By size of enterprise or establishment

Such differences may reflect the different training needs of the sector. In part, however, sectoral differences in the levels of training may be due to differences in the size of their employing organisation, enterprises or public bodies, or to their occupational structure. A survey of employers in 1986/87 found that the proportion of employees receiving training was much lower in smaller enterprises than in larger ones. In enterprises, with more than 10,000 employees, over 60 percent of employees were given some training in that year, twice the rate of that among enterprises with 10-49 employees.

The difficulties faced by small firms and small establishments generally, are illustrated by the fact that in 1986/87 nearly a quarter of all establishments employing between 10 and 24 employers provided no training, neither on-the-job nor off-the-job, in that year and that the percentage of non-trainers falls as the establishment size increases.

Later evidence from a survey carried out in 1993 confirms this pattern. In that year, 80 percent of establishments with 25 or more employees provided some off-the-job training defined as all training away from the immediate work position. In contrast, a special survey in 1992 of establishments with fewer than 25 employees showed that only 30 percent of them had arranged any off-the-job training in that year although 58 percent had provided on-the-job training for at least some of their employees.

By occupation

Within enterprises and public authorities senior members of staff are more likely to receive training that those in other groups. In 1992, professional and technical workers were four times more likely to receive training than plant and machine operatives and twice as likely as those in clerical, craft and sales occupations.

By full-time or part-time

There are also marked differences in the rates of training according to whether employees work full-time or part-time. In the four week period in the spring of 1992 when 14.5 percent of

all workers received training, the percentages for those working full-time and part-time were 15.6 percent and 10.6 percent respectively.

By sex
Although the concentration of men and women in different occupation groups and between whether they work full-time or part-time varies, the overall effect is that there is little difference in the training rates for the two sexes with the estimated rate for women being slighted higher than that for men.

By ethnic group
An analysis of training by broad ethnic groups reveals that the proportion of the ethnic minorities that received training was rather higher than for the white population. The highest training rates were found among black employees and a group which includes those of mixed ethnicity.

By age
Because the definition of training used in the Labour Force Survey includes both initial and continuing training, it is not surprising to find that very young employees, in the age group 16-24, received more training than older workers with training rate then declining as the age increases.

Unemployed
In the spring of 1992, it is estimated that there were 2.6 million unemployed according to the ILO definition which excludes those on Government retraining programmes. Of these 6.3 percent reported that they had undertaken some training in the four week period prior to the surveys reference week. Overall, the training rates among the unemployed declined as the duration of unemployment increased and were lower amongst men.

Prior to the launch of *Training for Work* in March 1993, the most important Government retraining programme for the unemployed was *Employment Training*. This comprised periods of practical or work experience in conjunction with formal training courses. According to official figures, there were 149,000 people on Employment Training in March 1992. The estimate from the Labour Force Survey carried out in the Spring of 1992 was very similar at 147,000. Of these, an estimated 46,000 reported that they had received training in the four weeks prior to the survey reference week.

Measures to facilitate access
Measures designed to facilitate access and to make the provision of training more responsive to the needs of both individuals and employers were summarised in the previous section. These include *Career Development Loans*, *Training Credits* and improved advice and guidance through the *Gateways to Learning* initiative.

In addition, from April 1992, *Tax Relief* has been available to individuals paying for training leading to an NVQ/SVQ up to and including level 4. The relief does not extend to general educational qualifications such as GCSEs or A levels (Standard Grades and Highers in Scotland). In the White paper, *People Jobs and Opportunities (1992),* the Government also declared its intention to explore the idea of *Individual Training Accounts*. The idea is that an individual and his employer would jointly contribute to an account to build up funds for the individual worker to spend on training. Pilot work to develop this idea is being carried out by TECs.

16.4 The supply of training

There are three main types of vocational education and training providers in Britain:

- Publicly funded institutions such as Universities and Colleges of Further and Higher Education
- Employers
- Private training providers

Other training providers include equipment suppliers, professional associations and Industry Training Organisations. In addition, individuals have access to open and flexible learning material which may be contracted for directly or which are used in conjunction with courses run by training providers, who may themselves produce open and flexible learning material.

Public institutions

The publicly funded institutions mentioned above provide much of the initial education and training which follows on from compulsory schooling and often before young people enter the labour force. They are, however, increasingly active in providing adult continuing vocational education and training for those already at work. In 1991/92, for example, nearly 1.5 million students were enrolled on education or training courses at Colleges of Further Education leading to specified qualifications. This was an increase of nearly 40 percent over the level of a decade earlier. Of these students, just over one million were taking part-time day courses or evening classes.

Similarly, although universities are normally thought of as institutions that young people enter direct from school or college, there has been an increasing trend for more mature students to study at universities. The Government has encouraged the higher education sector to expand over recent years and to offer provision for those already well qualified to update, retrain or gain new skills. In 1990, for the first time, there were more mature students entering higher education (237,000) than young students (232,000). In addition, there were 38,000 students studying at the Open University in 1990. In the ten years to 1990 the number of mature students increased by 77 per cent compared with an increase of 28 per cent in the number of young students.

Employers

The training supported by employers takes two principal forms; off-the-job training which takes place away from the employee's usual place of work, including courses taken with the use of open and distance learning material, and on-the-job training at the place of work. In addition, employers develop the skills and knowledge in a number of other ways. Employees may be sent to conferences, trade fairs, workshops and other events for the purpose of adding to their knowledge. Planned periods of job rotation, particularly for groups of workers such as management trainees may be used to provide a breadth of experience in the operations of the organisation. These other forms of human resource development, however, are less easy to measure in a consistent way. For this reason the main evidence on the supply of training by employers relates to the two principal forms of off and on-the-job training.

Information on the relative importance of these two types of training is available from the annual Labour Force Survey. This is a household survey in which individuals are asked about the training they received in a four week period prior to the survey reference week in the Spring of each year. In the survey, employees are defined as those in employment, excluding the self-employed and those on government schemes.

In 1992, as previously mentioned, 14.5 per cent of employees said that they had received some training in the previous four weeks. The breakdown of this training between on and off-the-job training is as follows:

Table 1: On and off-the-job training

	Percentage of Employees
On-the-job training only	4.0
Off-the-job training only	8.6
Both on and off-the-job training	1.9
Total	14.5

As perceived by individual employees, off-the-job training was the dominant form of training provided by employers. An earlier study of employers' training provision suggested that on and off-the-job training provision was more evenly balanced with, in the whole of 1986/87 15.4 percent of employees receiving off-the-job training only, 13.5 per cent on-the-job training only and 19.4 percent receiving both types of training.

One possible reason for this difference is that certain types of on-the-job training may not be perceived as such by employees. Such differences in interpretation are less likely to arise, however, in the case of off-the-job training for which different types of training provider way be used. The location of the off-the-job training as reported by employees in the Spring of 1992 was as follows:

Table 2: Location of received training (Spring 1992)

Location of training	Number receiving off-the-job training (thousands)	Percentage
Colleges of Further Education, Polytechnics or Universities	631	35.4
Own employer's premises	519	29.1
Private training centre	46	8.2
Open University or Correspondence course	93	5.2
Other employer's Premises	97	5.5
Other	294	16.5
Total	1,780	100.0

Flexible and distance learning

A major initiative on the part of the Government to improve the supply of vocational education and training has been the progressive development over many years of more open and flexible routes to acquiring skills and knowledge.

The United Kingdom is the only country in Europe with an Open University, Open Polytechnic and an Open College. The United Kingdom also has a well established open and flexible learning industry with an industry organisation - The British Association of Open Learning. There is now a well developed infrastructure to support the delivery of open and flexible learning involving many educational institutions. The types of activities carried out by open and flexible learning providers are:

- the production of materials, i.e. texts, audio and video tapes and technology based training products;
- the retail of products produced by others;
- the provision of support services to individuals using open and flexible learning materials;
- consultancy and training needs analysis for companies involving the preparation of customised learning materials and systems.

There is now a great deal of open learning material available in the United Kingdom for vocational education and training. The Employment Department has a major programme underway to create databases which relate this material to the competencies being established under the auspices of the Industry Lead Bodies and the National Council for Vocational Qualifications.

As already mentioned, a pilot scheme now being tested is that of credits/vouchers for unemployed people to purchase open learning materials and support. Because open learning allows individuals to study at a time, place and pace which suits them, regular classroom attendance is not required. Unemployed people will therefore be able to continue to search for and take up work while studying.

Improving the responsiveness of training supply
Training credits are also being piloted among young people. Known as Youth Credits, they are primarily designed to motivate young people to take up training by giving them real purchasing power and a wider choice of training routes and opportunities. Training provided under the credit arrangements is delivered by organisations approved by TECs and LECs. The pilot schemes are being extended progressively and it is the Government's aim that, by 1996, every 16 and 17 year old leaving full-time education will have an offer of a Youth Credit.

Although designed to motivate young people, training credits also have the effect of making suppliers more responsive to the needs of their customers. This effect is one which the Government is seeking to bring about at all levels and among all types of training providers to ensure the maximum flexibility and responsiveness of vocational education and training to meet rapidly changing demand.

Government initiatives in this respect include Education Business Partnerships (EBPs) to bring coherence and co-ordination to local school-industry links and which assist TECs and LECs to deliver their education strategies. In Colleges of Further Education, the Work Related Further Education initiative (WRFE) aims to promote further education arrangements which are responsive to the needs of employers and individuals. Its objectives are to:

- ensure or improve the effectiveness of WRFE providers in meeting labour market needs;
- ensure or improve the responsiveness of the WRFE planning system to the needs of individuals and employers;
- improve access to WRFE to meet client needs;
- improve value for money in the learning process;
- maximise the value for money to employers and individuals of the study undertaken.

Enterprise in Higher Education (EHE) is a government initiative administered by the Employment Department. It has the objective of ensuring that students in higher education are better prepared for working life. This is achieved through influencing the curricula, staff development, new approaches to learning and partnerships between institutions and employers. In 1987, the Government committed £58 million over the period 1988-1996 and there are now

about 60 major higher education institutions working under EHE. Independent evaluation has shown that EHE is generating significant change in higher education institutions and that employers and students are very supportive. Over 250,000 students have benefited and 20,000 employers are now involved.

16.5 Demand and planning

The assessment of training needs in Britain is carried out at different levels from the national level down to that of the individual.

At national level, the Government sets out each year its strategic guidance on training and its priorities for TECs/LECs and others involved in training. To help it do this the Government commissions research from the Institute of Employment Research at Warwick University which assesses the broad trends in the labour market and the prospects for the future. The latter includes an assessment of likely occupational trends.

At sectoral level the focus is on the assessment of the competence needed by the work force in each of the sectors. This is one of the main responsibilities of the Industry Training Organisations and the Lead Bodies responsible for developing the standards required of workers at different occupational levels. The skills needed and the standards to be attained are kept constantly under review and form the basis for up-dating the NVQs and SVQs which have been developed.

An assessment of the skills needed locally and the training response necessary to meet those needs are central to the role of the TECs/LECs. The assessment is required to have a strategic focus, looking a number of years ahead, and an operational focus which guides actions over the immediate year ahead. In carrying out these assessments, the TECs/LECs will often use locally commissioned research and consult extensively with business, trade unions and education and training providers.

Employers have a key role to play in the assessment of training nationally, sectorally and locally but they also need to improve their own business performance by linking the training and development of their employees to their business requirements. Considerable changes have already occurred. In 1986/87, under 50 per cent of establishments with more than 25 employees had a training plan. By 1992 this proportion had increased to nearly two-thirds.

In order to encourage even more employers to plan for and develop the skills of their employees and to improve the quality of the training provided, an initiative was launched in 1991 by the Government called *Investors in People*. It is designed to encourage employers of all sizes to improve their business performance by linking the training and development of their employees to business needs.

A number of initiatives have also been introduced to help individuals assess their own skill needs and the training required to achieve them. Foremost among these is the *Gateway to Learning* initiative. This initiative brings together in an impartial and client-centred network the range of local services which can offer guidance to adults. Organisations that form part of these networks include Careers Services, Local Colleges, Adult Guidance Agencies, Job Centres and voluntary groups.

The *Access to Assessment Initiative* was launched in 1991 to improve, broaden and facilitate access to assessment for National Vocational Qualifications. TECs are establishing expert teams to provide this service which will include ensuring that Accreditation of Prior Learning (APL) services are available. APL offers individuals the opportunity to receive formalised credits for evidence of competence they can provide.

Quality Assurance

The principle underlying the reforms of the vocational education and training arrangements that have been undertaken in the UK in recent years is that the quality of the training provided is best assured by confidence in the outcomes. The development of National Vocational Qualifications (NVQs) in England and Wales and Scottish Vocational Qualifications (SVQs) in Scotland now form the bedrock on which training quality is built.

For training that does not lead to a qualification or a credit towards one, the Government has been concerned that trainers should be of a standard required to be an Approved Training Organisation (ATO). The ATO process has been the cornerstone of quality assurance for the training provided through Government schemes. ATO status was awarded to training providers who satisfied the following criteria:

- identification of training needs;
- training designed and delivered to national standards;
- effective quality management;
- financial viability.

The local TECs/LECs have now taken over responsibility for the quality of training provided through Government schemes. They can continue to use ATO arrangements or can agree alternative arrangements with the Employment Department which offer the same or greater assurance of effectiveness.

National Vocational Qualifications

The NVQ/SVQ system provides a five level framework of qualifications in which individual qualifications can be located. NVQs/SVQs are based on standards set by employer, through Industry Lead Bodies concerned with qualifications and training in specific occupational groups. NVQs/SVQs are:

- based on standards which define the knowledge and skills required in the work place;
- a guarantee of competence to do the job;

- modular, so that skills and knowledge common to many jobs can be recognised;
- free from restrictions about the pace, place and method of learning;
- accessible to all age groups.

The competence-based approach is designed to provide major benefits to both employers and employees and includes:

- objective performance benchmarks;
- work based assessment;
- clear progression paths;
- quality assurance;
- national recognition.

In addition to NVQs/SVQs, new qualifications are also being designed to be delivered in the educational context. These are General National Vocational Qualifications (GNVQs/GSVQs). They place considerable emphasis on the development of knowledge, understanding and skills relevant to a range of common occupations. They therefore prove a sound preparation for employment in a range of related occupations and/or facilitate progression in education. GNVQs/GSVQs are being designed at three levels; Foundation, Intermediate and Advanced.

16.6 Conclusions

Following the White Paper, Employment for the 1990s (1988), in which the Government recognised that a radical reform of the training system of the United Kingdom was needed, many major changes have been made. These have been summarised above and are described in more detail in the main report.

Some of the initiatives such as the creation of the TECs and LECs and the reforms to the education system are now firmly embedded. Others such as the development of NVQs(SVQs in Scotland) are near to completion. By the end of January 1993, the national framework of standard based qualifications covered 83 per cent of the employed population up to and including level 4, in all of the most economically significant occupations. Other initiatives, such as training credits and improved ways of providing advice and guidance are still being piloted and will no doubt evolve in the light of experience.

Government help for young people and the unemployed will also need to be responsive to changing circumstances such as the increasing numbers of students staying on in full-time education after the age at which compulsory schooling ends.

This need for the system to be continually responsive to the needs of individuals and employers remains central to the strategy of the United Kingdom government for achieving the National Education and Training Targets which industry has set for itself.

These targets and the progress achieved by March 1993 at the end of the first year of their adoption are:

Foundation Targets

Foundation Target 1
Immediate moves to ensure that by 1997 at least 80% of all young people attain NVQs/SVQs level 2 or its academic equivalent.
Progress - 55.1% of young people in Great Britain reached the target of 4 GCSEs or NVQ/SVQ level 2 in 1992. This was a 3.7 percentage point increase since 1991.

Foundation Target 2
All young people who can benefit should be given an entitlement to structured training, work experience or education leading to NVQ/SVQ level 3 or its academic equivalent.
Progress - The proportion of 16-17 year olds in school or further education increased to 69.7% in 1991/92. This is a 4 percentage point increase since 1990/91. The precise number of young people pursuing NVQ/SVQ level 3 courses is not known.

Foundation Target 3
By 2000 at least half of those reaching age 19 should attain NVQ/SVQ level 3 or its academic equivalent as a basis for further progression.
Progress - 33.5% of young people reached NVQ/SVQ level 3, A level, Scottish Highers, or equivalent in 1992. This is a 3.5 percentage point increase over the previous year.

Foundation Target 4
All education and training provision should be structured and designed to develop self-reliance, flexibility and broad competence as well as skills.
Progress - General National Vocational Qualifications are being developed in schools and colleges. These, together with other reforms in the education and training system and the growth of education-business partnerships, are increasing self-reliance, flexibility and breadth.

Lifetime Targets

Lifetime Target 1
By 1996 all employees should take part in training or development activities as a norm.
Progress - The number of employees receiving training and development increased by 4.5 percentage points from the mid-1980s to the early 1990s. However, a large number of employees still have no training or development experience in the work place.

Lifetime Target 2
By 1996 at least half of the employed work force should be aiming for qualifications or units towards them within the NVQ/SVQ framework, preferably in the context of individual action plans and with support from employers.
Progress - Awareness of NVQs/SVQs is increasing amongst employers. Numbers of people taking equivalent qualifications far outstrips accredited NVQ/SVQs but this ratio will change as NVQ/SVQs become more widely known.

Lifetime Target 3
By 2000 50% of the employed work force should be qualified to NVQ/SVQ level 3 or its academic equivalent.
Progress - 33.2 percent of the employed work force had attained NVQ/SVQ level 3 or its academic equivalent in 1992; an increase of 2.6 percentage points over 1991.

Lifetime Target 4
By 1996 at least half of the medium sized and larger organisations should qualify as Investors in People.
Progress - In March 1993, some 2000 companies were committed to and 200 organisations had achieved Investors in People standard, 90 of which employed 200 or more people.

List of Acroynoyms

APL	Accreditation of Prior Learning
ATO	Approved Training Organisation
CBI	Confederation of British Industry
CVT	Continuing Vocational Training
EBP	Education Business Partnerships
EHE	Enterprise in Higher Education
GCSE	General Certificate of Secondary Education
GNVQ	General National Vocational Qualification
GSVQ	General Scottish Vocational Qualification
ILB	Industry Lead Body
ITO	Industry Training Organisation
LEC	Local Enterprise Companies
NCVQ	National Council for Vocational Qualifications
NVQ	National Vocational Qualifications
SVQ	Scottish Vocational Qualifications
TEC	Training and Enterprise Councils
TUC	Trades Union Congress
VET	Vocational Education and Training
WRFE	Work Related Further Education
YT	Youth Training

17. CONTINUING VOCATIONAL TRAINING IN NORWAY

Jens Bjørnåvold

17.1 Introduction

The purpose of this chapter is to describe the main characteristics of *the Norwegian Continuing Vocational Training (CVT) system;* it can be seen as the Norwegian contribution to the description of European CVT-systems initiated by the FORCE Action programme.

This chapter is based on ongoing research in NORUT and other Norwegian research institutions, on official statistics and on information from different private and public bodies. No original data have been collected, but hopefully, our interpretation of the CVT-system may be of some novelty.

CVT in the Norwegian socio-political context

The accumulation and transfer of competence is increasingly being regarded as the key to development within business and industry in Norway. As a result of this, the link between the education system and work is to be made closer and more oriented towards results, in terms of better quality, higher productivity and increased profits. In this context, a key role is played by Continuing Vocational Education.

The most recent example of the political priority given to CVT, is found in the concluding report from the "Orskaug Commission", a commission appointed by the government in order to establish principles for "A National Strategy for Increased Employment in the Nineties" (NOU 1992:26). The conclusions concerning CVT may serve as an introduction to important goals and dilemmas within this field in Norway. In addition to the increased emphasis on basic vocational education for young people, the commission states that priority has to be given to the education and training of adults. In order to achieve this, the connection between the educational system and work has to be strengthened, just as a closer co-ordination of educational policies and labour market policies must take place. As a result of this, the goal of CVT-policies in the nineties must be (page 235):

- *To create a comprehensive and consistent policy in the field of work related adult education in Norway, with a more clear-cut division of responsibility and an increased input of resources as results.*
- *Adults with primary education only or with incomplete upper secondary schools, should be given the opportunity to increase their level of competency.*
- *The updating and renewal of vocational and professional competences have to be accelerated.*

In order to achieve these goals, the commission points to the need for closer co-operation and co-ordination between the educational system and the field of work. This does not imply a centralised, hierarchical system. On the contrary, the commission wishes to combine the principles of better co-ordination and closer co-operation with a principle of competition and governance by market principles. The size of the sector should be regulated on the basis of future demand in the "training market", not according to bureaucratic principles of planning (page 235).

The perspective presented by the "Orskaug Commission", may be interpreted as strictly economic-instrumental in its character. The use of Continuing Vocational Training is looked upon as a means to reduce unemployment, to strengthen international competitiveness and to be better prepared for technological and organisational change.

Compared to prior policy documents discussing the role and profile of CVT, the perspective presented by the "Orskaug-commission" is a rather narrow and controversial one. As an example, the "Skard Commission" (NOU 1986:23: "Livslang læring"), concluding its work in 1986, looks upon CVT as an element within a policy of "lifelong learning", focusing not only on economic effect, but on learning as an "input" in order to stimulate personal development and societal democratisation.

The concept of Continuing Vocational Training
The term Continuing Vocational Training will be used in this report in order to describe those activities aiming at the systematic development of competences in working life. As it is impossible to find one single Norwegian concept paralleling CVT, we have to interpret the concept, in relation to the context of Norwegian education- and training policies.

Frequently, the term *Voksenopplæring (Adult education and/or training)* is used in order to describe work-related training and education activities in Norway. As this is a very broad concept including all forms of continuing vocational and general education and training involving adults, it is unprecise in this context. The term *etter- og videreutdanning* is also used in order to describe work-related training and education activities. In English, *Continuing and Further education* represents a rather precise translation of the term. The official definition is (NOU 1993:6):

> *"Education exceeding prior formal education, - and which is not an integrated part of a basic education."*

In the Norwegian terminology, there is no sharp distinction between *education and training*. In some cases, *utdanning and opplæring* express this distinction, but this is not always the case. As an example, the term Voksen-*opplæring* includes education as well as training.

According to the Adult Education Act from 1976, we may distinguish between the following four categories of adult education:

I. Basic education for adults.
II. Adult education in leisure activities and cultural/democratic subjects outside formal examinations and certifications systems.
III. Further education and training by upper-secondary schools and institutions of higher education.
IV. Vocational training for adults as part of labour market policies or as part of in-company training.

The categories III) and IV) have to be included in "a Norwegian" interpretation of the concept of Continuing Vocational Education. Category ii) has to be excluded. Whether category I), basic education for adults, should be included or excluded, must be decided according to a

specific judgement of relevant activities. The apprenticeship system may serve as an exampleof a form of basic education frequently used in the context of CVT (see chapter three and four).

Finally it should be mentioned that the term *kompetanseutvikling* (the development of competences) is very frequently used in the Norwegian debate. The official definition is (NOU 1993:6):

> *"The development of competences includes continuing and further education and formal and informal learning in job."*

The relationship between the term "CVT" and the term "development of competences" is very close, the former being a somewhat broader term as informal learning is included.

17.2 Main characteristics and features of the Norwegian CVT-system

The Norwegian CVT system may be described as a complex mixture of public, semi-public and private initiatives. In contrast to a relatively clear-cut and comprehensive system of basic education (primary, secondary, upper secondary and higher education), one of the main challenges confronting students of CVT is the necessity to identify and interpret the limits or borders of the system. Thus, terms like "The Shadow Educational System", "The Invisible Educational System" and "The Hidden Educational System" are quite common in the Norwegian debate (Brandt 1987, Nordhaug 1991, Bjørnåvold 1992). This complexity is due to four central factors:

A growing number of suppliers

Within the public part of the system, traditional educational authorities like the Ministry of Education or County Educational Authorities do no longer possess any exclusive control over the extent and content of CVT. Increasingly, actors outside the sphere of education appear to be involving themselves in this field of education and training. The best example of this are the Labour Market Authorities. Additionally, a variety of ministries, and their corresponding regional and local bodies, are supporting the use of education and training (in short: the development of competence) in order to promote development and change within their specific areas of responsibility.

In the same way as in the public part of the system, the number of suppliers within the private segment of the CVT-system is high. Individual firms and industries, equipment suppliers and commercial suppliers of training, each in their own way make decisions which have consequences for the total supply of CVT.

In addition to the purely public and private suppliers, semi-public agencies play an important role in the Norwegian CVT-system. Examples include the "advisory services" supported by regional authorities in order to meet the needs of small and medium sized companies for advice and training.

A heterogeneous group of CVT participants

A wide variety of activities is included in CVT: We do not only talk about classroom-based education; in-company training of various kinds must also be included. An example of this is, training initiated as an effect of the implementation of quality management programmes in different sectors of industry. The consequence of this broad scope of activities is that the

group of participants is a very heterogeneous one, different from the participants taking part in basic education.

An increasing level of investments in the CVT system
Partly as a result of the increasing number of suppliers, investments in the CVT sector have increased during the last decade. At least this seems to be the case in the public sector, with Labour Market Training as the most significant example. Since 1990, approximately 3 billion NOK have been invested each year in CVT activities within this sphere of policy. Existing data, although incomplete, indicate that also CVT investments within the private sector of the economy are increasing. An important feature of the Norwegian CVT system is mixed financial support comprising both public and private resources. Experience from limited areas indicates that public resources often go through several intermediate stages so that they are finally registered as private investments.

A dilemma of governance within the CVT-system
As the Adult Education Act from 1976 is designed to cover not only basic adult education, but in-company training and Labour Market Training as well, it covers in principle most activities defined as CVT. As an instrument for the co-ordination of policies between different public sectors and as an instrument for co-ordination of activities between the private and the public sectors, the Act has had limited significance. Thus, a series of "CVT policies" may be identified in different public sectors and in different segments of the private sector, and a basic national policy within CVT is difficult to identify.

17.3 Supply and Suppliers

The purpose of this section is to present the most important suppliers of CVT in Norway and the existing legal basis for the activity within this field. Five main CVT suppliers will be presented and discussed; these are:

- Upper secondary education as supplier of CVT.
- The Labour Market Authorities as supplier of CVT.
- The voluntary adult education associations as suppliers of CVT.
- The "new" public CVT sector.
- The private sector as supplier of CVT.

The legal basis for CVT in Norway
The Adult Education Act from 1976 establishes a division of labour between different institutions in providing education for adults, including work related training. Education in compulsory school subjects is the responsibility of the municipalities. Upper secondary education as well as further education and training provided by upper secondary schools are the responsibilities of the counties. Adult education outside formal examination and certification systems, such as courses in recreational and cultural subjects, is the responsibility of the voluntary adult education associations. Further education and training relating to higher education is the responsibility of the State. Training for the unemployed is the responsibility of the Labour Market Authorities. The division of labour which the Act establishes between the public education system, labour market training and the voluntary sector, determines the right to public subsidies of activities.

However, in recent years, the division of labour laid down by the Adult Education Act has become less distinct. Increasingly, both Labour Market authorities and adult education associations, which receive substantial public subsidies, provide credit-giving courses preparing for official exams and certificates. According to the Act, this should be the responsibility of the ordinary public education system. Thus, the growth within the CVT sector has been parallelled by an increasing ambiguity in governance.

Upper secondary education as supplier of CVT

The primary target group for upper secondary education is 16-19-year olds. However, upper secondary schools have also been firmly established as providers of education for adults, both in general subjects and in vocationally oriented subjects, including what we in this context define as CVT. This obligation has been confirmed in the recent reform of upper secondary education (Reform 94). Paragraph 4 in the amended Upper Secondary Education Act states that the counties are obliged to provide places exceeding the number required for those who hold a legal right to education at this level (the legal right includes the 16-19-year-olds). The extra places are intended for students who are granted extended rights, those who want to change their field of study and, finally, adult applicants. Ministerial regulations requires the counties to provide a minimum capacity of 375% of the average cohort among the 16-19-year-olds, in order to accommodate the mentioned groups of applicants. These minimum requirements are intended to ensure that secondary schools will continue to provide for adult learners.

Although legally regulated through The Vocational Training Act from 1980, the apprenticeship system is an integrated part of the system of upper secondary education. As a consequence of the recent Reform 94, the normal basic vocational education will consist of two years of education within the Upper Secondary School and two years as apprentice within a private enterprise or public institution. As the volume of the apprenticeship system has been rather limited, a dramatic increase in the number of apprentices has to be achieved during the next 2-3 years.

This increase in the number of young apprentices (18-20-year-olds) may potentially be in conflict with the role played by the apprenticeship-system as a system for certification and official accreditation of informal qualifications. The Vocational training Act, in its paragraph 20, allows adults to register for the same qualifying examinations as "normal" apprentices without having served as an apprentice. If a person has been in relevant employment for a period which is 25% longer than the required time for apprentices in the same trade, he or she has a right to register for the certifying examination.

Adults with extensive work practice, who want to sit for the certifying examination, may study for the theoretical part of the examination in courses which are specially arranged for people in employment.

The Labour Market Authorities as supplier of CVT

Since the mid-80s there has been a massive increase in active labour market measures, especially training schemes. Active labour market measures are normally grouped into three main categories: Exchange services, employment schemes and training schemes. It is the last category which is of relevance here, and also the measure attracting a substantial part of the total investments within the sector.

The aim of labour market training, targeting individuals primarily, but also companies, is to improve the prospects of individual participants in the labour market, and to promote the readjustment and the survival of companies by raising the training level of their employees.

Many of the courses funded by the labour market authorities are identical to courses run by the ordinary education system. In 1992, one quarter of the courses belonged to this category. However, the larger proportion of labour market training is more directly related to the needs of working life. The volume of labour market training is adjusted to variations in the rate of unemployment, and is expanded and contracted according to current needs of the labour market. The Labour Market Authorities act as course suppliers only to a limited degree, but they finance the training and decide upon the type of courses which are to be run. In recent years, the labour market authorities have been obliged to use a tendering system for their course provisions, in order to reduce costs. The course organisers which are commissioned to run courses for the Authorities are: ordinary upper secondary schools, private education and training establishments, voluntary adult education associations, and to a very small extent, short course units in higher education colleges.

Increasingly, labour market training is seen as a strategy for raising the general level of training in the labour force, rather than solely a reactive measure to relieve frictions in the labour market. The proportion of courses which provide formal qualifications has increased.

We may distinguish between four main categories of labour market training; three targeting individuals (Labour Market Training, the Substitution Scheme and Work Practice), and one targeting the whole labour stock in a company (The In-Company Training Scheme):

- *Labour Market Training (AMO):* is the largest single training measure which is funded by the labour Market Authorities. AMO is for unemployed persons above 19 years of age, and consists primarily of courses in vocational subjects. varying in length from one to 40 weeks. In later years, these provisions have increasingly come to include longer-term vocational courses.
- *The Substitution Scheme:* The operation of the Scheme involves four parties: an employer, an employee, an unemployed person, and the local Labour Market Authorities. The employer makes an agreement with the employee concerning leave of absence for education or training purposes, which is to be financed by the company. In return the Employment Office presents a list of suitable unemployed persons, among whom the employer may select a temporary replacement for the person on leave.

The substitution scheme is unique in the sense that it provides for unemployed and employed groups at the same time. It contributes to raise the education and training level in the working population, and it provides temporary employment for unemployed persons. As a Labour Market Scheme combining employment and training, it represents an innovation.

- *The Work Practice Scheme* is by numbers the second largest training scheme with more than 16.000 participants in the first six months of 1994. As the target group is the group of young people between 16 and 24 years of age, out of unemployment and outside the basic education and training system, the Scheme is peripheral to the system of Continuing Vocational Education.

  The In-Company Training Scheme (BIO) was introduced in the mid-70s, and the aim is to promote readjustment of companies and thereby prevent unemployment in the future,

rather than provide training for those who are already unemployed. Readjustments are achieved by supporting training through which workers can achieve new competence.

The target group for the BIO-Scheme consists of small and medium sized companies, normally defined as companies with a maximum of 100 employees, which:

- are going to change their product range and/or are planning to introduce new technology, and which therefore need to raise the level of competence in their labour stock;
- plan to employ persons who have been registered as unemployed and who will go through a training programme in order to fill the vacancies in the company;
- intend to train persons among their own employees to fill vacancies for which there is a shortage of qualified personnel in the labour market.

The training should be tailor-made and specific to the enterprise, not general education and training. However, it should contain both theoretical and practical elements. An internal training committee must be established in the company. The training programme should be approved by the County Labour Market Authorities. The BIO Scheme implies joint funding in that the Labour Market Authorities contribute a maximum of 50% of the wage costs. Additional public funding may be provided for the trainers' salaries.

In 1991, the sum of investments in the labour market schemes were comparable to the investments in the three largest universities in Norway. Thus, labour market training may be understood as one of the most important elements of current Norwegian educational policy.
In order to illustrate the level of investments, and the development of investments, resources allocated to AMO, BIO and other labour market training schemes are shown in table 1. In order to understand the relative importance of training measures compared to other measures, the total expenditure within this sector is included in the table.

Table 1: Total amount of resources allocated to labour market training (opplæringstiltak), in million NOK, 1990-94

	1989	1990	1991	1992	1993
Labour market training	1939,6	2779,0	2907,6	3154,1	3708,3
Total expenditure on labour market measures	11827,4	14391,0	14928,4	17602,2	19873,5

Source: Labour Market Statistics 1993

In 1989, training measures added to 16 per cent of the total expenditure within the sector while, in 1993 this percentage was 18,6, a slightly increased proportion.

The voluntary adult education associations as suppliers of CVT
The voluntary sector is a mixed sector in the sense that course activities organised by voluntary adult education associations are subsidised by the State. The voluntary sector

organises, delivers and serves as liaison to the consumers, catering for different sections of the education and training market. The voluntary adult education associations are flexible in making provisions widely accessible, and they participate as providers in the education and training market together with a number of other providers, relying on a combination of public funding and private fees.

Courses for leisure and recreational purposes, and various cultural/democratic subjects, have been designated as the domain of the adult education associations. In spite of this, vocationally orientated courses are becoming increasingly important to the adult education associations. In some cases, competition within local and regional course markets may stimulate such a change in profile.

Compared to the resources invested in labour market training, the public investments within the voluntary sector may seem modest. It must, though, be remembered that these activities are based on a mixture of public and private resources. Moland (1991) estimates that the investment of one public "krone" generates three private "kroner". Table 2 shows the public investments in the voluntary sector in the period 1990-94.

Table 2: Public investments in the voluntary sector (adult education associations) in the period 1990-1994, million NOK

	1990	1991	1992	1993	1994
Public investments	154,3	180,6	206,7	210,7	209,5

Source: Stortingsproposisjon nr.1, Utdanningsdepartementet/ Kirke- og Undervisningsdepartementet, 1990/91, 1991/92, 1992/93, 1993/94, 1994/95

The "new" public CVT sector

As indicated in the introduction of this report, the traditional educational authorities, like the Ministry of Education or County Educational Authorities, no longer possess an exclusive control over the extent and content of publicly financed CVT. Increasingly, actors outside the sphere of education appear to be involving themselves in this field of education and training. The role of the Labour Market Authorities has already been described.

A variety of ministries, and their corresponding regional and local bodies, are supporting the use of education and training (in short: the development of competences) in order to promote development and change within their specific areas of responsibility.

Both within regional (the responsibility of the Ministry of Local Governance and Labour) and industrial (the responsibility of the Ministry of Industry) policies, almost paradigmatic changes have taken place. The support of and investment in physical infrastructure has been partly replaced by investments in the immaterial infrastructure of the economy, most commonly "materialised" as the development of competences on individual and company level. The same phenomena may be observed in other areas, fisheries and agriculture being good examples. Another element in this "immaterial change of direction", is the establishment of a national

system of institutions whose sole responsibility is to support enterprises in the field of training and organisational development.

The total public investments in "immaterial activities" within the four areas of policy mentioned above (regional, industry, fisheries and agriculture), exceeded 600 million NOK in 1991 (Bjørnåvold 1992).

As mentioned in the introduction, some of the activities within this new public competence sector may be described as semi-public, in the sense that public investments are mixed with private investments. Some examples of institutions and programmes within the sector are:

- Institute of Technology (Teknologisk Institutt): This institute is divided into four departments, all engaged in training and organisational development. In 1993, the total public financial support was 63 million NOK, the total turnover exceeding 183 million NOK.
- The Regional Advisory Service (Rådgivertjenesten i distriktene): Courses are an important element in the work of this service, organisational development within small and medium sized enterprises representing a main activity. Public investments exceeded 63 million NOK in 1993, total turnover 128 million NOK.
- The Advisory Institute of Northern Norway (Veiledningsinstituttet for Nord-Norge): Training and the development of organisations being central elements in all activities. Total public financial support in 1993 approximately 20 million NOK, a total turnover of 43 million NOK.

It is important to note that different kinds of projects and programmes have become important tools in order to stimulate the immaterial basis of an enterprise, an industry or a region. In a limited contribution like this, it is, however, not possible to discuss the profile and financial basis of all these different initiatives.

The private sector as supplier of CVT

The private sector, that is individual enterprises, industrial branches and different work-related organisations (trade-unions, confederations of business and others) plays an important role within the field of CVT.

In a basic sense, learning has to be an integrated part of working life. However, the way which and extent to which learning is stimulated, may vary in different enterprises and branches. Nordhaug (1986) talks about a hierarchy of learning within enterprises where a broad spectrum of activities may be defined as "training" or "development of competencies", the three main categories being represented by:

- informal, individual learning through experience;
- systematic, but informal learning, outside the system of certifications (an example of this being systematic training as a part of quality management, the introduction of "Just-in-Time principles and other organisational principles frequently used);
- formalised training, within the system of certifications (an example of this being apprenticeship training, training for certification within limited areas of a trade or a profession).

All these categories are important to the enterprises and are strongly dependent on each other. Normally, only the systematic and formalised activities are registered in statistics or as investments. In the last 3-5 years, the relationship between traditional training through courses and systematic training as part of a total organisational development, have changed. The

introduction of quality management and other "tools of organisational development" in various branches is of special importance, as the focus is shifted from individual training towards the organisation as a whole.

Official statistics do not cover the area of CVT within the private sector of the economy. Thus, "ā reconstruction" of the private CVT activity must be based on material from various sources: from single enterprises, from industries, from research reports and from official statistics indirectly covering the field of CVT. Major uncertainties exist, and these will be commented on when they occur.

In 1983/84, enterprises within "The Norwegian Confederation of Business and Industry" Prior to 1990: Norges Arbeidsgiverforening; NAF; After 1990: Næringslivets Hovedorganisasjon; NHO) were asked to estimate their total yearly investments in training. A total of 200.000 persons were employed in the enterprises participating in the study.

On average, the investments per enterprise amounted to 2.800 NOK (in 1994-prices) per employee per year. The total training investments in the private sector of the economy in 1983/84 (1,5 million employees), based on this estimate, would thus amount to 4,2 billion NOK (1994 prices).

Although rather outdated, this estimate illustrates an important characteristic of private CVT: The differences between the various industries and branches are significant. The largest investments were found within the oil industry and the electronic industry, the smallest within construction.
In 1992, statistics on "Immaterial Investments" within industry (in addition to traditional industry also including oil industry and mining) were presented by The Official Statistics of Norway (SSB 1992). The period 1986-1990 was covered. Several sub-categories may be identified within the term immaterial investments, of which the sub-category "Investments in the development of competences" is the most important in this context. Table 3 illustrates the tendencies in the period 1986-1990.

Table 3: Immaterial investments within Norwegian Industry (including Oil Industry and Mining) in the period 1986-1990. (1992-prices), average per employee.

	Immaterial investments in per cent of total investements and in NOK	**Investments in the development of competencies (education and training) in NOK**
Year		
1986	21 (20.204)	2.600
1987	22 (22.595)	3.051
1988	28 (21.817)	2.071
1989	31 (24.266)	2.221
1990	25 (23.069)	2.410

Source: SSB 1992

The period 1986-1990 was characterised by a severe decline within the Norwegian economy and an unprecedented increase in unemployment. This may explain the rather dramatic decrease in investments in "the development of competences" from 1986 and 1987 to 1988.

It is interesting to note that the average figures on training/development of competences per employee from NAF/NHO and SSB are very close. This may be a case of coincidence, but if not, the two estimates indicate a rather stable level of investment within the field of training in the period 1983-1990: approximately 2.500-2.800 NOK per employee per year (1994 prices). The estimates from SSB implies total investments in "the development of competences" of 3,7 billion NOK (1994-prices) in 1990 (based on 1,464 million employees in this sector).
As no figures for the period 1990-1994 exist, it is impossible to decide whether the level of investments in training and education has increased or decreased.

As in the study conducted by NAF/NHO, the SSB study illustrates the differences between the various branches. Of the 13 branches included in the study, 6 increased their investments in training during the period 1986-1990, and 7 experienced a decreased level of investments in the period. In the same way as NAF/NHO, training investments within the oil industry were high, 18.400 NOK per employee per year. Several branches within traditional industries invested less than 1.500 NOK per employee per year.

The most important bias which has to be considered, is the fact that training investments within the service sector are not included in the estimates presented above. The service sector is of major importance to the Norwegian economy.(more than 60% of the total work-force employed), and therefore an understanding of CVT in the private sector is dependent of improved knowledge (statistics and research) within this field.

17.4 Participation in and access to continuing vocational training

The 1976 Adult Education Act established adult education as part of the welfare state in the sense that education for adults was recognised as a public responsibility and a universal right.

The first paragraph stated the main purpose of provisions under the Act: equal opportunities for adults in access to knowledge, insight and skills. Much subsequent research has been devoted to finding out whether adult education funded by the public provides equal opportunities. Evidence seems to indicate that participation in adult education increases with higher levels of initial education and training (Nordhaug 1991, Moland 1991). Thus, adult education tends to increase educational inequalities rather than reduce them. This has been described as the paradox of adult education in Norway (Moland 1991).

Most of the research conducted within the area of adult education has been limited to the voluntary sector, that is adult education organised by the voluntary adult education associations (Nordhaug 1989). Whether the paradox of increased educational inequalities is relevant in all segments of the CVT system described in this report, is thus difficult to decide.

Due to the complexity of the system, it is impossible to present one comprehensive picture of access to and participation in CVT. According to the presentation of CVT-suppliers in section three, the discussion of participation and access will be organised in five categories: *CVT in*

upper secondary education, Labour Market Training as CVT, CVT in the voluntary sector, The "new" public CVT sector and CVT in the private sector. No precise statistics exist in the last two categories. In spite of this, a few basic tendencies will be discussed.

Upper secondary education and training as CVT: Participation and access
Despite reduced age cohorts among 16-19 year-olds, there has been an increase of total enrolment in upper secondary education in Norway the last decade. This is partly due to an increasing number of adult applicants. A significant, but unknown percentage of this group may be defined as CVT candidates.

The official statistics of enrolment indicate a steady increase in the proportion of adult students. Table 4 and 5 give an impression of this.

Table 4: Adults in the age groups 19-24 and 25-29, males and females, in upper secondary education as percentage of registered population in age group in 1975, 1980, 1985, 1990 and 1992.

	Males		Females	
	19-24	25-29	19-24	25-29
1975	10,2	2,1	10,9	1,1
1980	10,7	2,6	12,5	2,1
1985	11,2	2,3	12,3	2,1
1990	17,0	4,0	15,1	3,6
1992	18,1	4,9	16,3	4,2

Source: SSB Educational Statistics, Upper secondary education

Table 5 illustrates the role of the upper secondary education system as provider of education for adults. From 1980 to 1992, the proportion of adults post 25 years of age, in the total student body, increased both for men end women.

Table 5: Number of adults in the age group 25+, males and females, in upper secondary education in per cent of enrolments in upper secondary education 1980-1992

	Males		Females	
	25+	%	25+	%
1980	7.197	4,3	7.407	7,9
1985	6.898	3,3	7.913	7,5
1990	14.851	5,9	17.244	13,9
1992	19.022	7,3	19.601	15,6

Source: SSB Educational Statistics: Upper secondary education

All who have participated in courses that last for more than 2 1/2 months are registered as participants. As most 16-19-year olds are enrolled in full-year courses, and many adults are enrolled in shorter courses (CVT), the percentage of adult enrolments may provide a somewhat biased picture which overestimates adult students as a proportion of total enrolment. However, these sources of error do not modify the general trend of an increasing proportion of adults entering upper secondary education. Although precise data in this field are lacking, a significant proportion of these adults may be defined as CVT-candidates, using upper secondary education in order to improve their professional qualifications or in order to improve their position within the labour market.

As mentioned in section 3, the apprenticeship system may be regarded as the most significant "CVT instrument" within the field of upper secondary education and training. Table 6 illustrates the importance of this opportunity for adults to obtain formal qualifications. In 1992/93, more than half of the craft and trade certificates under the Vocational Training Act were obtained by people who were over 25 years old.

Table 6: Number of obtained craft and trade certificates under the Vocational Training Act, by age, total numbers and per cent, 1992/93

Age	Certificates, number	Certificates, per cent
<18	1	-
19	373	2,9
20	1.044	8,9
21	1.430	10,9
22	1.194	9,2
23-24	1.679	12,9
25>	7.302	55,9
Total	13.038	100,0

Source: SSB Educational Statistics: Apprenticeship Training

Approximately 20% of these certificates were obtained by women. Compared to Upper Secondary School, where the proportion of adult women has been increasing, no such tendency may be observed within the apprenticeship system. In 1993/94, only 19 per cent (approximately) of the certificates were obtained by women, illustrating a small decline.

Labour Market Training as CVT: Participation and access

Adult individuals registered as unemployed (post 19 years of age) are the principal "target group" for the different labour market training schemes. But also employees may be included in training organised within this sector. This is the case when in-company (or in-house) training or substitution schemes are initiated in order to promote readjustment of companies and thereby prevent unemployment in the future, rather than provide training for those already unemployed. The total number of participants within different kinds of labour market training schemes is shown in table 7.

Table 7: Participants in various labour market training schemes, 1989-1993, annual average

1989	1990	1991	1992	1993
23.114	27.679	31.311	33.845	36.275

Source: Labour Market Statistics 1993

It is important to note that these are average figures giving no information on the total number of persons having participated within labour market training in the actual year. This total number will be substantially larger than those referred to in table 7.

As illustrated in section three, Labour Market Training may be divided into the following main categories:

Labour market training (AMO):
In the six first months of 1994, a monthly average of 24.312 took part in Labour Market Training (AMO). Some of the AMO courses are identical to courses run by the ordinary education system. The larger proportion of AMO courses (in 1994: 60%) is more directly related to needs of working life, mainly consisting of courses in vocational subjects (the majority of participants in subjects related to mechanical industry, to construction, to office work and to work in the health sector). As table 8 illustrates, the same tendency was shown by Raaum and Torp in a survey published in 1993.

Table 8: Profile and accreditation status of a sample of Labour Market Training (AMO) courses, 1991/1992, by number and by percentages

Subject	Number of participants	Percent. of participants of total	Percentage of participants taking part in courses giving no formal accreditation
Technical subjects	211	3,6	67,8
Public care and education	530	9,1	47,0
Administration	181	3,2	100
Office work	894	15,4	87,0
Service	451	7,7	59,4
Construction	286	4,9	13,6
Offshore	106	1,8	12,3
Transportation	199	3,4	57,8
Industry	904	15,5	55,3
Misc.	2059	35,4	43,0
Total	5821	100	54,1

Source: Raaum and Torp, 1993

It is interesting to note that more than 50 percent of the AMO participants included in this survey, took part in courses outside the formal certification and examination system. As already mentioned, the official aim is to increase the proportion of participants within the formal certification and examination system. As statistics are insufficient, it is difficult to decide with certainty whether such an increase has taken place.

Work Practise (Praksisplasser):
As mentioned in section three, this is the second largest training scheme, by numbers of participants, organised by the Labour Market Authorities. In 1993, an average of 11.555 young people in the age group 16-24 took part in this scheme. 31% of these more than 20 years of age. In the first 6 months of 1994, an average of 16.000 individuals took part in this scheme.

The Substitution Scheme (Vikarplassordningen):
As stated in section 3, the scheme is unique as it provides for employed and unemployed groups at the same time. Table 9 illustrates the average numbers of participants in the scheme from the start in 1992 until march 1994:

Table 9: Participants in the substitution scheme (Vikarplassordningen), 1992-94, average numbers

Year	Participants
1992	540
1993	2.599
1994 (march)	4.502

Source: Labour Market Directorate, Monthly Statistics

The In-Company (In-House) Training (Bedriftsintern Opplæring: BIO):
It is difficult to estimate the precise number of participants in the BIO scheme. As the target group consists of small and medium sized companies (maximum 100 employees), and as the training should be tailor-made and specific to the enterprise, the number of participants can only be estimated through specific investigations in each individual enterprise.

CVT in the Voluntary sector: Participation and access
As stated in chapter three, the voluntary sector is a mixed sector in the sense that course activities organised by voluntary adult education associations are subsidised by the State. According to Moland (1991), 7,6% of all adult education courses organised by voluntary adult education associations prepared for formal exams or recognised qualifications. The big majority of participants took part in courses in leisure activities or cultural subjects outside formal examinations and certification systems.

Table 10: Number of participants and courses in adult education organised by voluntary adult education associations

Year	Number of courses	Participants
1991	-	690.000 (appr.)
1992	73.263	760.000 (appr.)
1993	72.825	760.000 (appr.)

Source: KUF, VO-avdelingen

The mixture between courses inside and outside formal certification systems seems to be changing. Increasingly, the voluntary adult associations are turning towards work-related courses. In 1992, 70.000 of the total number of participants took part in courses at the level of

upper secondary education; 30.000 took part in courses at the level of higher education (VOFO 1992).

The new public CVT-sector: Participation and access
It is impossible to present a precise picture of participation in and access to the different training and competence-related activities within this sector of CVT.

The focus on small and medium sized enterprises is a common element in the competence-related programmes initiated within the sectors of regional and industrial policies. The same is the case within several of the projects and programmes initiated, like the BUNT programme (organisational development in small and medium sized enterprises), the FRAM programme (the same as BUNT, but with a focus on small enterprises with no more than 20 employees) and the TEFT programme (transfer of technological competence from research institutes to small enterprises).

Thus, small and medium sized enterprises may be looked upon as the target group within this "new" public CVT-sector.

The private sector: Participation and access
In a study from 1989 (Arbeids- og bedriftsundersøkelsen: ABU), a sample of approximately 4000 employees and 2000 managers were asked whether they had taken part in CVT the preceding 12 months. 32,9% answered yes to this question. On the basis of this, an estimate would be that close to 600.000 employees/managers took part in CVT in 1989. As the study also includes the public sector, the number of CVT participants within the private sector must be based on an estimate taking the relative size of the two sectors into consideration. As approximately 550.000 of a total of 2.050.000 were employed within the public sector in 1989, a reasonable estimate would be that a total of 450-500.000 CVT participants belonged to the private sector of the norwegian economy.

The study indicates a strong relation between level of education and rate of participation. Of those with an education exceeding the level of upper secondary school, more than 50% reported to have participated in CVT during the period. Of those with an education limited to primary school, only 10% reported to have participated in CVT during the period.

Several studies (Knudsen og Skaalvik 1979, Setsaas 1985, Levekårsundersøkelsen 1987) confirm this relationship between level of education and participation in CVT.

The discussion in section three pointed to the variations in training activity in different parts of the private sector. These variations must be expected to represent a major obstacle if the goal is to establish a CVT system open to everybody.

Participation in CVT: A tentative total picture
Moland (1991) estimates that close to 1.350 million persons participated in various adult education courses in 1990 and that close to 45% of these took part in strictly work-related training, that is courses organised by private enterprises , industries and by public institutions (this specific estimate was based on the ABU-survey refered to above).

Table 11 shows the relative distribution of course-participants between different course suppliers.

Table 11: The relative distribution of persons who participated in adult education courses in 1990, by course organiser (total number of participants estimated at 1.346.000)

Organiser	Percentage of participants
Adult Education Societies	44,6
Employers	44,6
Basic Educations	3,2
Folk High Schools	1,1
Distance Teaching Organisations	3,3
Labour Market Authorities	3,2
Total	100,0

Source: Moland 1991

As the table illustrates, a substantial proportion of the participants may be defined as vocationally oriented. In addition to an estimated 600.000 participants taking part in courses organised by employers, the number of participants taking part in vocationally oriented courses organised by labour market authorities, within upper secondary education and the apprenticeship system (both included in the category "Basic Educations" in Molands estimate), exceeded 50.000 in 1990. Thus, we speak of a total of more than 650.000 participants within vocationally oriented training in 1990.

17.5 Demand and planning

The challenge of governance within the system of CVT is accentuated by the following elements:

- the CVT system is characterised by strong sector-agencies using CVT as an instrument in order to realise sector-specific goals, not in order to implement a consistent policy of CVT in society as a whole;
- the CVT system is characterised by a mixture of private and public financing, making centralised and hierarchical public governance difficult;
- no strong, independent co-ordinating body related to the CVT system exists.

We may identify three types of governance/co-ordination within the Norwegian CVT system:

- the public *hierarchy*, based on a legal and bureaucratic structure, with the Ministry of Education and the Adult Education Act as the single most important element;
- the *CVT market*, based on the competition between different suppliers of CVT and on the principles of tender;

- the *corporative channel*, based on co-operation between interest organisations and the public.

The important point to make in this context is that neither hierarchy, market nor corporative arrangements offer any *perfect* solutions to the question of how to govern, co-ordinate and plan the CVT-system.

As illustrated in the introduction, the suggestion of the "Orskaug Commission" is that the CVT sector should be regulated on the basis of demand within the training market, not according to bureaucratic principles of planning. At the same time, equal access to knowledge, insight and skills is a basic goal of educational policy in Norway, including CVT. Thus, it is possible to speak of a dilemma of governance and co-ordination within the norwegian CVT sector. In our view, the question of co-ordination and planning must be met via the question of goals or principles of governance. We will suggest three important principles relevant to understanding the dilemmas facing the CVT-system in the years to come:

- the principle of functionality and relevance;
- the principle of equality and justice with regard to access;
- the principle of quality.

We do not regard any one form of governance having a monopoly of one or other governance principle or goal. Rather, hierarchy, market and corporative arrangements may be seen as having different potentials for realising different goals. It is also possible to pose the question as a question concerning the limits of centralised governance versus governance by local bodies. What should be the responsibility of a centralised, public body, and what should be the responsibility of autonomous institutions and enterprises?

17.6 Conclusions

In our introduction, we stated that the accumulation and transfer of competence is increasingly being regarded as the key to development within business and industry in Norway. Hopefully, our presentation of suppliers and participants have confirmed this. However, one important aspect has not been discussed.

The question of *outcomes and results* of CVT is of central importance if the aim is to increase the understanding of the functioning of the CVT sector. Both within public policy and research, the focus on individual and collective outcomes of CVT has been rather weak (Nordhaug 1991).

Several reasons exists for supporting a stronger focus on outcomes:

- As indicated above, the investments within the CVT sector are substantial, the question of efficiency of the efforts and the spending becomes increasingly essential.
- Our knowledge of the relationship between individual and collective (from the level single organisations to the level of society) outcomes of CVT is limited. Both from the point of view of policy makers and researchers, this relationship should be elaborated in a much more systematic way than what has been the case until today.

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18. CONTINUING VOCATIONAL TRAINING IN JAPAN

Hisani Okuda

18.1 Introduction

The life-time employment practice, seniority wage system and enterprise-based labour unions are often taken up as the themes in the discussion of Japanese employment practice. The employment scheme, in which a large number of new graduates from schools, junior colleges, colleges and universities is employed in one time in every spring, and which on the one hand secures their employment until, at least, the age of 60 (the retirement age in Japan) and on the other hand increases their salaries by means of regular wage increase with increasing seniority, is not necessarily adopted by all companies in Japan, but is actually employed by many, mainly large, companies which have been leading the Japanese economy. This employment practice, together with the labour union's organisation taking each company as a unit, has been the source of the workers' sense of belonging to their companies. This 'sense of belonging' has been regarded as one of the factors for Japanese companies to keep their high international competitiveness.

This employment practice in Japan is reflected strongly in the field of human resources development by companies. Most of the new graduates from schools, colleges, universities and others, enter companies without having special professional ability for their jobs. Based on the long-term employment relation as mentioned above, the companies themselves develop the human resources according to their own skills and qualification needs. It is human resources that support the production activity of each company and, even though there is a difference in degree according to the size of companies, the development of human resources has been regarded as so vital as to dominate the management of companies in the future. This system, with long-term employment as a prerequisite, is the major reason why the human resources development in Japan has been conducted mainly as in-house training within each company. If in Japan, a society should appear in which workers would intend to keep moving to work places more favourable for them, the motivation of companies to invest in the human resources development would decrease, which might lead to the lowering of the quality of the labour force in Japan as a whole.

The mainstay of the human resources development in Japan has been the in-house programmes for the vocational ability development by companies, as mentioned above. In such programmes, it is not sufficient to merely provide education and training for the newly employed graduates from schools, colleges, universities and other educational institutions. The training for the development and enhancement of vocational ability is required to be conducted, by stages and systematically, throughout the whole working life, in order to meet fully the technological development and to create the conditions for employees to cope with socio-economic changes and continue working, even if ageing. In Japan, based on the long-term employment system, the idea of "continuing vocational training" has been realised as the "life-long vocational ability development" of workers, in which the employer not only organises the vocational ability development for his employees, but also provides them with assistance for self-education. Aiming at supporting the "life-long vocational ability development", various administrative measures for vocational ability development exist. These measures are comprised of e.g. assistance for various employers' programmes for vocational ability development, and the Public Human Resources Development Facilities, which provides vocational ability development required by new graduates from schools and those persons who lost their jobs and need training before being placed in a new job.

18.2 Vocational Education System in School Education and Vocational Training System for school graduates

Vocational Education System

In Japanese schools, education is given aiming at providing the knowledge which constitutes the basis for the future social and vocational lives of students. Compulsory education in Japan (see figure 1), takes 9 years and includes 6 years of elementary education (age 6 to 12) and 3 years of junior high school (age 12 to 15). The ratio of students who go to senior high schools after finishing the compulsory education is over 96%. The ratio of students who continue in to junior colleges, colleges, universities and other higher education institutes has been also rapidly increasing. This reflects the increasing preference for the higher academic career.

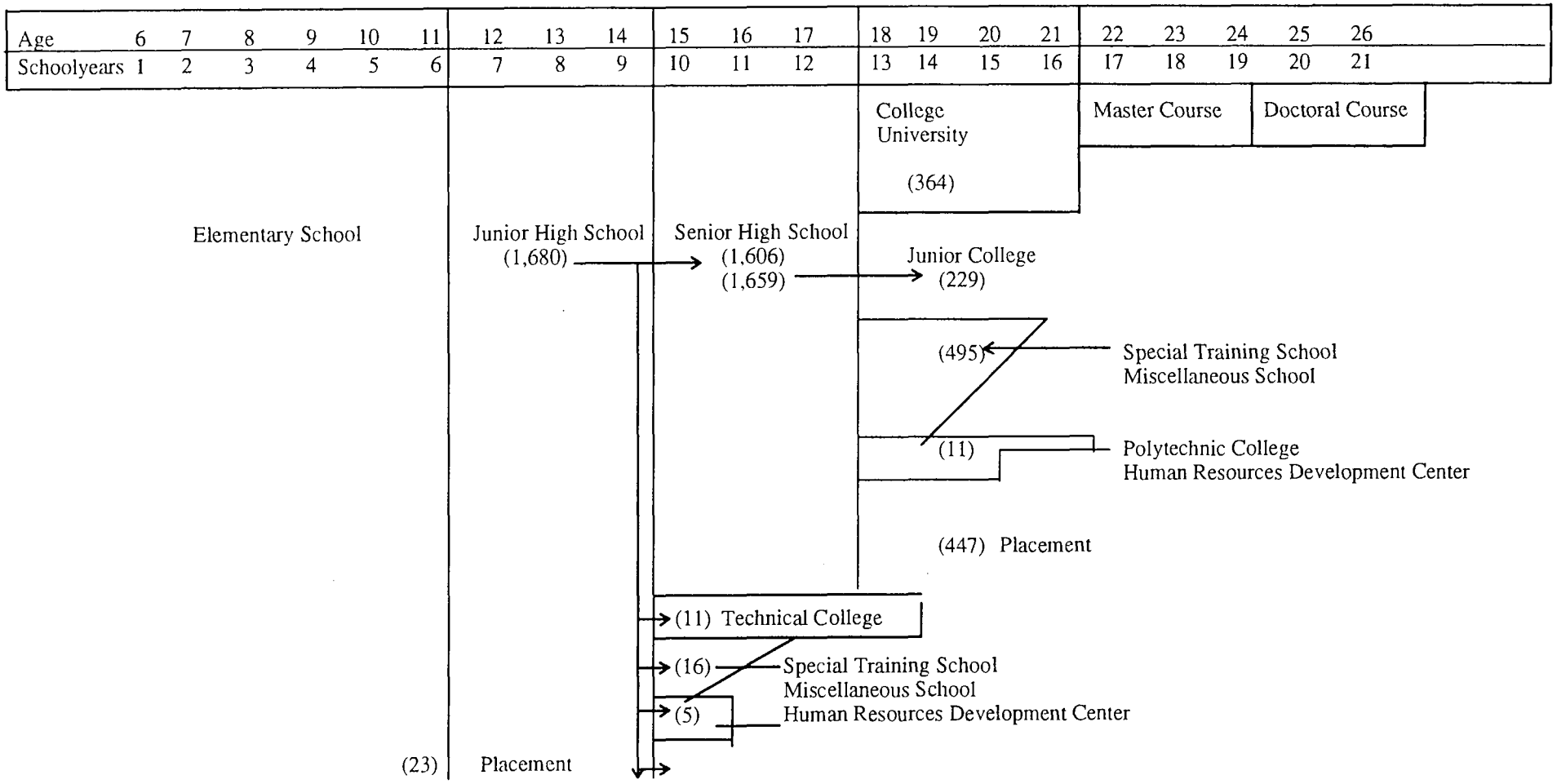
Senior high schools offer three different types of courses: general, vocational and integrated. According to its curriculum, vocational education can be classified into technical courses, commercial courses, agricultural courses, etc. As indicated by the name, these vocational courses are mainly intended as vocational education, but however, given the nature of senior high schools, the general education students need for becoming full-fledged member of society, is also given great weight in the vocational courses.

The ratio of senior high school students who go to higher education institutes has been increasing (the ratio of students who went to junior colleges, colleges and universities being 36.1% in 1994). The education at higher education institutes provides students with the high level culture and knowledge they need to become full-fledged members of the society. Higher education also aims, apparently, at providing the knowledge and ability which students will need in their of occupations. However, it is general practice that each company is independently engaged in the human resources development which it needs. For this reason, the higher education institutes place the emphasis on training students to acquire the abilities they need for their future working life, in stead of the human resources which could be instantly used in companies.

Various medical occupations, such as medical doctors and pharmaceutists, and educational occupations, such as teachers and kindergarten teachers, require specified education and the national certificate for obtaining placement in such occupations. It can be said that, for those occupations, the higher education institutes have been directly engaged in the development of human resources.

Recently, an increasing number of students goes to special training schools which have been established to develop the ability required for the occupation and actual living as well as to enhance the culture and knowledge of students.

Chart 1: School Education and Vocational Training



Note: A figure in ( ) indicates the number of graduates and the items by their career after the graduation in March 1994 Source: Ministry of Education. "Basic Survey on Schools" (prompt report)

Vocational Training system
Public Human Resources Development Facilities have been providing the vocational ability development that is required for the placement of school graduates in a job. Among Public Human Resources Development Facilities, the Human Resources Development Centers provide vocational training for graduates from junior and senior high school, which aims at turning them into skilled workers, that are capable to respond various fields. The polytechnic colleges provide vocational training which target at fostering technicians who understand the technology and who are able to combine both work at the research and development division and the production site.

These Public Human Resources Development Facilities are fulfilling an assisting role to the companies' in-house human resources development, in the sense that they provide graduates with more practical abilities before sending them out for placement.

18.3. The main characteristics and features of the continuing vocational training system and concepts in Japan

History of the Legislation, and the Basic Concept of the Administration for the Vocational Ability Development
The basic framework for the system of vocational ability development for workers in Japan is prescribed in the "Human Resources Development Promotion Law". The predecessor to this law was the "Vocational Training Law", established in 1958. The major purpose of the vocational training in those years was, on the one hand, to give basic skills to persons seeking jobs and, on the other hand, to provide training for graduates from schools as well as persons who lost, or intended to change, their jobs. This type of training was of major importance for the training of the workers, that the manufacturing and other industries required during the economic recovery after the second world war.
However, once the Japanese economy entered the stage of rapid growth and changing production technologies, a shortage of skilled workers occurred. With this, the necessity increased to establish, in addition to the vocational training for graduates, a system for vocational training for adult workers, that would allow them to receive training for the advancement of their skills, at any time they would need this. It was under these conditions that the "Vocational Training Law" was revised in 1969, stating that vocational training ought to be available throughout working life.
Later, with the oil crisis of 1973 as a major turning point, the Japanese economy shifted into a more stable growth, while at the same time, the working environment changed greatly, due to technological innovations, especially the use of microelectronics, the change of the industrial structure, the ageing of the population, etc. In this situation, it was strongly emphasised that, in addition to the already existing public vocational training and in-company education and training, a system of life-long vocational ability development needed to be established in order to promote the development of workers' vocational abilities throughout their working life. A system which should also grant assistance and subsidies for the self-education of workers. In this situation the "Vocational Training Law" was again revised in 1985 and turned into the "Human resources Development Promotion Law".
As prescribed in the "Human Resources Development Promotion Law", the basic idea for the administration of the vocational ability development in Japan is, to provide a foundation for

realising systematic and continuing vocational ability development and assisting both employers and workers to foster their involvement in it. This basic idea acknowledges that the development and enhancement of the workers' abilities, which are required for their jobs, is indispensable for the security of employment and the improvement of employees' positions, and at the same time constitutes the foundation of economic and social development.

Relation between the Administration for the Employment Security and that for the Vocational Ability Development

One of the characteristics of Japanese vocational ability development administration concerns its function -in close collaboration with the employment security administration- as an important mainstay constituting the positive labour market policy. To give an example, if an unemployed worker applies for a job at the Public Employment Security Office (PESO) and the chief of the PESO finds it necessary to provide the applicant with vocational training, this applicant is to receive, in accordance with the instructions of the chief, such training either of a national or a prefactural Public Human Resources Development Facility. In this way, both the active use of human resources and shortening unemployment period are facilitated. During the applicant's participation in training, the period for the payment from Employment Insurance is extended. If the applicant concerned is not entitled to payment from the Employment Insurance, an allowance for the training is paid to the applicant if he or she is a disabled or elderly worker meeting certain conditions. Another example of the above mentioned function of the Public Human Resources Development Facilities, is the eligibility of the chief of these facilities to engage in the employment exchange service free of charge, if he writes a report to the Minister of Labour. It is expected that this supports the effective provision of vocational training, geared towards the needs of both the job seeker and the employer searching for personnel.

18.4 Investment in the Vocational Ability Development

Expenditure by the National Government

The national government budget for the administration of the vocational ability development (excluding the expenditures related to the school education) is in fiscal 1994, 157.3 billion yen. Part of this budget is granted to the prefectural governments to financially assist their administration. By major policies, (1) 27.7 billion yen (17.6%) is allocated for the promotion of vocational ability development within companies; (2) 1.7 billion yen (1%) for the self-education by workers; and (3) 116.8 billion (74.3%) for providing public vocational training.

Of the total of 157.3 billion yen, the portion spent in accordance with the Employment Insurance Law occupies 90%. The Employment Insurance System consists of the unemployment benefit for the unemployed on the one hand, and three undertakings run by the national government on the other hand, which includes the undertaking for vocational ability development for workers. The total budget for the whole Employment Insurance system is 2,994.2 billion yen. The insurance premium which is levied for the payment of the unemployed, is 8 permillage of the total wage of workers and is shared equally by the employer and the workers. The insurance premium which is allocated to the three undertakings (the employment security undertakings, labour welfare undertakings, and vocational ability development undertakings) is 3.5 permillage of the total wage of workers

and is fully paid by the employer. The budget for this is 696.9 billion yen, of which 141.8 billion yen is allocated to the undertakings for the vocational ability development.

Investment by Companies
It is very difficult to grasp the accurate size of the investments companies make for vocational ability development of their workers. Here we wish to introduce the data obtained from the survey commissioned by the Human Resources Development Bureau of the Ministry of Labour as a reference. A company employing more than 30 (regular) workers workers spended in 1986, on average 23,800 yen per worker per year for education and training. These expenses include only such direct expenses as the personnel expenses, expenses for facilities, administrative expenses and expenses for textbooks, and do not include the wages paid to the workers during the period of training.

18.5 Access and Participation

Situation of the Participation in School Education
The school education constitutes, as a matter of fact, the basis for the vocational ability development throughout working life. In Japan, generally speaking, the preference for the academic education and the higher academic career is strong; even those students who wish to find employment immediately after their graduation from senior high schools, take the general education course rather than the vocational ones. During school education, there is a tendency to put more emphasis on the acquisition of basic ability than the knowledge and skills required for an occupation. This tendency has been intensified recently. For example, the ratio of students studying at vocational courses decreased from approximately 40% in 1970 to approximately 25% in 1992. The ratio of students continuing in higher education has increased remarkably and has recently been especially noteworthy for girls. An increasing number of students goes to special training schools which have especially been established for training in those abilities that are required for occupations and actual living or to enhance the culture and knowledge.

Table 1: Courses for the Graduates from the Junior High Schools (1994)

	Senior high schools	Special training schools		Placement	Others
	%	Total %	Human Resources Development Centers %	%	%
Total	96.5	1.2	0.3	1.7	0.8
Boys	95.6	1.5	0.5	2.4	0.9
Girls	97.5	1.0	0.0	1.0	0.8

Source: Ministry of Education, "Basic Survey on Schools" (prompt report)
Note: "Senior high schools" includes technical colleges, schools for the blind, schools for the deaf and dumb and schools for the physically handicapped. "Placement" includes the combination of visiting higher schools while working.

Table 2: Course for the Graduates from Senior High Schools (1994)

	Universities, colleges and junior colleges	Special training schools		Placement	Others
	%	Total %	Human Resources Development Centers %	%	%
Total	36.1	30.5	0.7	27.7	6.4
Boys	27.9	36.1	1.0	29.4	6.7
Girls	44.2	24.9	0.3	26.0	6.1

Source: Same as Table 1
Note: "Universities, colleges and junior colleges" includes enrolment in special study courses of senior high schools. "Placement" includes the combination of visiting higher schools while working.

Participation in Education and Training for Occupations: participation by workers and the self-education of workers

According to the results of the survey commissioned by the Ministry of Labour, 63% of the workers at establishments with more than 30 workers, received off-the-job training (OFF-JT) in 1992. In general, the larger the size of the company or the establishment, the higher the percentage of workers that receives training. Also workers with a job experience of less than one year, participate relatively more often in training (see table 3). The purposes for participation in OFF-JT are, for many participants, to "obtain the basic knowledge and skills required for their jobs" and to "enhance the level of occupational, knowledge and skills for their jobs" (table 4). Education and training within the company or at the company's own facilities is the most popular form of OFF-JT, followed by "education and training provided by the industry association" and "education and training conducted by the private education and training organizations" (table 5).

Regarding the degree of satisfaction, the percentages of workers that are either satisfied, not satisfied or DK, are almost the same (table 6). The reasons for dissatisfaction with the companies' education and training programmes are the following: "the types of education and training courses are not enough"; "the contents and levels are not adequate"; "the period for education and training is short and the number of times is small"; "participation is allowed to a limited number of workers"; and "achievements are not reflected in promotion" (table 7). The wish to participate in OFF-JT was expressed by 79.6% of the workers (table 8), whose main motives for participation are "to acquire advanced knowledge and skills" and "to conduct smoothly the routine works" (table 9).

Table 3: Participation in OFF-JT by workers (1992)

Total	63.0
Industry:	
Construction	59.7
Manufacturing	63.1
Transportation and telecommunication	62.1
Wholesale, retail sale and restaurants	62.0
Finance, insurance, and real estate	69.0
Service	62.4
Size of establishment (workers)	
1000 and over	71.2
500 - 999	69.1
300 - 499	63.0
100 - 299	60.3
30 - 99	60.3
Sex:	
men	65.7
women	53.5
Ages:	
less than 25 years	64.1
25 - 34	62.6
35 - 39	62.3
40 - 44	64.4
45 - 54	64.1
55 and over	55.8
Types of jobs:	
Administrators/supervisors	68.9
Specialists and technical workers	69.8
Office workers	57.3
Sales and business	65.5
Skilled workers, manufacturing, construction workers and labourers	59.8
Transportation and telecommunication workers	62.3
Service and security workers	63.8
Years of experience:	
less than 1 year	71.2
1 to less than 3 years	66.5
3 to less than 10 years	60.5
10 years and over	61.2

Source: Human Resources Development Bureau, Ministry of Labour, "Report of the Survey on the Education and Training in the Private Enterprises" (February 1994)

Table 4: Objects of OFF-JT (1992)

To obtain the basic knowledge and skills required for jobs	43.4%
To enhance the occupational knowledge and skills required for jobs	41.6%
To develop and enhance the ability required for the manager or supervisor	31.3%
To broaden the views regarding jobs and deepen the general culture	27.1%
To acquire the needed qualification	11.1%
To obtain the ability to deal with computers and other new technologies	9.7%
To develop the ability to meet globalization	2.5%
Other	4.7%

Source: Same as Table 3

Table 5: Types of OFF-JT

Education and training within own companies or education and training facilities	43.4%
Education and training conducted by industry associations	18.5%
Education and training conducted by other private organisations for the education and training	17.7%
Education and training conducted by parent companies or related companies	7.0%
Education and training conducted by manufacturers of facilities or equipment	4.8%
Education and training at Public Human Resources Development Facilities	3.6%
Education and training at universities and special training schools	0.7%
Other	3.0%

Source: Same as Table 3

Table 6: Satisfaction with the education and training conducted by companies (1992)

Considerably satisfied	4.7%
Rather satisfied	30.3%
DK	33.8%
Slightly dissatisfied	22.6%
Considerably dissatisfied	7.5%

Source: Same as Table 3

Table 7: Reasons for dissatisfaction with the education and training conducted by companies

The types of education and training are not enough	58.8%
The contents and levels are not adequate	49.5%
The period for education and training in short and the number of times is small	46.8%
The participation is allowed to a limited number of workers	45.0%
The achievements are not reflected in promotion	41.9%
The time zone is not good	20.5%
Other	16.8%

Source: Same as Table 3

Table 8: Willingness to participate in education and training (1988)

Wish to participate	79.6%
Do not wish to participate	7.5%
DK	8.5%

Source: Same as Table 3

Table 9: Motives for participation in education and training (1988)

To acquire more advanced knowledge and skills	74.9%
To conduct smoothly the routine works	52.3%
To meet the development of technological innovation	34.2%
To acquire the qualification for occupations	31.2%
To meet to the development of globalization	20.5%
To have self-consciousness as professionals	18.9%
To prepare for moving into new courses in the future	10.4%
To prepare for the post-retirement	8.7%
Other	2.3%

Source: Same as Table 3

According to the results of the survey commissioned by the Ministry of Labour, workers who feel the necessity of self-education with regard to their occupation accounted for 90.5%. Actually in 1992, 63.4% of the workers were engaged in self-education. The larger the establishment, the higher the percentage of workers that was engaged in self-educaton (table 10). The main methods for self-education are "participation in study or research meetings within the company"; "participation in various lectures and seminars"; and "participation in study or research meetings outside the company" (table 11). Regarding the assistance provided by companies or national government on behalf of self-education, the greatest number of workers received assistance in the form of "monetary assistance such as

participation fees" from their comapanies or the national government, followed by "providing information on seminars, etc. or introduction to seminars"; "considerations of working time"; and "granting paid leaves for the education and training" (table 12). The duration of paid educational leave for those workers who obtained it, was in general less than 10 days; 50% of the workers got a leave of less than 3 days and approximately 40% obtained leave for 3 up to 9 days (table 13). The main reasons for not being involved in self-education are "no time to allocate to self-education"; "too expensive" or "no available education and training facilities in the proximity" (table 14).

Table 10: Percentages of workers Engaged in self-education (1991)

Total	63.4
Industry:	
Construction	59.1
Manufacturing	64.9
Transportation and telecommunication	55.5
Wholesale, retail sale and restaurants	62.9
Finance, insurance, and real estate	70.5
Service	62.7
Size of enterprise (workers):	
1000 and over	75.1
500 - 999	67.5
300 - 499	64.7
100 - 299	59.1
30 - 99	53.6
Sex:	
Men	68.4
Women	47.9
Ages:	
less than 25 years	51.7
25 - 34	66.0
35 - 39	65.2
40 - 44	63.6
45 - 54	67.8
55 and over	64.5
Types of jobs:	
Administrator/supervisor	73.0
Specialists and technical workers	75.5
Office workers	57.6
Sales, business workers engaged in service	62.0
Skilled workers, construction workers, workers engaged in transportation and telecommunication	53.5
Years of experience:	
less than 1 year	59.2
1 to less than 3 years	64.7
3 to less than 10 years	64.0
10 years and over	63.4

Source: Human Resources Development Bureau, Ministry of Labour, "Report of the Survey on the Education and Training in the Private Enterprises" (March 1993)

Table 11: Methods of self-education (1990)

Participation in study or research meetings outside the company	40.5%
Participation in various lectures or seminars	39.6%
Participation in study or research meetings within the company	38.3%
Attendance to correspondence schools	32.6%
Listening to lectures on television or radio broadcasting	30.1%
Attendance to special training schools or miscellaneous schools	2.9%
Receiving public vocational training	2.5%
Attendance to universities or graduate courses of universities	0.8%
Other	6.2%

Source: Same as Table 10

Table 12: Assistance obtained from companies or the national government (1990)

Financial assistance for participation fees for lectures	58.1%
Providing the information on, or introduction to, seminars, etc.	25.4%
Consideration of working time	17.0%
Acquisition of paid leaves for education and training	13.2%
Distribution of books recommended	11.3%
Acquisition of unpaid leaves for education and training	1.4%
Other assistance	7.0%
Did not receive assistance	20.5%
No response	1.6%

Source: Human Resources Development Bureau, Ministry of Labour, "Report of the Survey on the Education and Training in the Private Enterprises" (March 1992)

Table 13: The period of paid leaves for education and training (1990)

Less than 3 days	49.5%
3 to less than 10 days	36.5%
10 to less than one month	6.7%
one month to less tan 6 months	2.7%
six months to less than one year	2.7%
one year or over	0.3%

Source: Same as Table 12

Table 14: Reasons for non-involvement in self-education

No time	58.5%
Too expensive	30.2%
No available education and training facilities in the proximity	22.2%
Necessary information is not available on seminars, etc.	15.0%
No organisation to consult with in the proximity	7.4%
Other problems	13.8%
No need for self-education	5.1%

Source: Same as Table 13

Measures to improve access to and participation in education and training for workers
In order to enable workers to have access to or participate in education and training, which is perceived as necessary for the whole working live, the Japanese government implemented the following measures.

Promotion of education and training within companies
It is requested in the Human Resources Development Promotion Law that the employers provide the necessary vocational training to their employees and try to extend assistance which can make it easier for workers to receive vocational training and do vocational ability tests. Since easy acquisition of necessary information and know-how is important for the employer to provide effective education and traing, the Japanese government has established a system of providing advise or necessary information by specialists at the Vocational Ability Development Centers in each prefecture. These specialists can give advice or information to those persons engaged in vocational ability development in companies. The Service Centers are equipped with on-line access to data bases that contain all relevant information on vocational ability development.

Promotion of elf-education by workers
The Human Resources Development Promotion Law prescribes that the employer provides its employees with paid leave for education and training or any other assistance they need to secure the opportunity to participate in education and training or to do vocational ability tests. The major measures adopted by the national government, concern subsidies -in the context of the system of granting subsidy for self-education- for those companies, which provide paid leave for education and training through self-education by workers and which give assistance for the entrance or tuition fees for self-education. The government also grants part of the expenses for trianing programmes for middle aged and elderly workers (40 years or over), who participate in education and training courses designated by the Minister of Labour.

Promotion of the access to, and participation in public vocational training.
Public Employment Security Offices and Public Human Resources Development Facilities provide, to those who wish to participate in public vocational training courses, both the entrance procedures and the appropriate training contents. Depending on the specific training course, workers who have completed a course receive the privilige of exemption for part of the examination subjects for various national qualifications. The unemployed are entitled to receive Employment Insurance payment for a longer period, while being trained. In the case

that workers are not eligible for employment insurance payment, it is possible to receive the subsidy for the training if it concerns disabled or middle aged workers that were instructed by the Public Employment Security Office to take the training course.

Strengthening the system of evaluation of vocational ability

To increase the incentives for development and enhancement of workers' vocational ability as well as to raise the socio-economic position of skilled workers, the Minister of Labour has established a 'Trade Skill Tests System' for 133 types of jobs. This system awards 'certificates' on the basis of job experience. To qualify for the test, actual experience in the job is required; the required period of experience depends on factors like the individual's training history (in relation to the type of job), the academic career, etc. Those workers that pass the test are so called "Certified Skilled Worker" and can obtain privileges in other national tests or the acquisition of licenses. The 'Trade Skill Tests System' has also been established to enable the Minister of Labour to select skills from those for which evaluations were conducted by the public utilities corporations and to designate these skills as special promotion skills.

Another system which has been established, is an authorization system which enables the Minister of Labour to select certain evaluation systems from the existing systems for the evaluation of employees' vocational abilities (as used by employers or employers' organisations) and to designate the selected evaluation systems as the ones that should be promoted. Employers who develop and implement these selected evaluation systems, can receive a partial grant from the government for their development and implementation expenses.

New establishment of the Business Career Development System

The rapid technological innovations and especially the increasing importance of information technologies, necessitate the development and enhancement of the vocational abilities of white-collar workers as well. In order to enable white-collar workers to deliberately and systematically obtain the vocational abilities they need to keep up with the advancing level and specialization of their duties, the "system of acquisition of vocational ability (business career development system)" has been established in fiscal 1993.

The main components of this system are:

- Systematization of the occupational knowledge white-collar workers need for their job, in the form of a matrix that delineates the required knowledge per cluster of tasks or duties, and defining the educational and training standards for acuiring this knowledge.
- Authorization of those education and training programmes, performed either by private or public education and training organizations, that meet the above mentioned standards, and announce officially which programmes it concerns.
- The final examinations are conducted by the 'Japan Vocational Ability Development Association, which is affiliated to the Ministry of Labour, so that the results obtained by the workers that received authorized education and training, can be tested against the standards and can be certified.

The authorized education and training courses have started in April 1994 in the fields of "personnel, labor and ability development". and "accounting and financing"; the first final examination took place in October 1994. The authorized education and training courses consist of 3,000 lectures at 166 organizations; in complete, 2,400 participated in the final examination. It is scheduled that authorized education and training will start in 1995 for the

fields of "sales and marketing" and "production management". It is planned to deal with approximately 10 fields as the final target for the whole system.

18.6 Supply and Suppliers

School education as the prerequisite for Vocational Training

In Japan, the 6-year elementary school (age 6 to 12) and the 3-year junior high school (age 12 to 15) are regarded as compulsory education. The number of pupils that goes to higher educational institutes after finishing compulsory education is considerably high; 96% of the pupils continues in senior high school. One of the characteristics of the curriculum in Japanese compulsory education is the emphasis on academic subjects (table 15).

Table 15: Number of schools and attendants (1993)

Classification	Number of schools (Schools)	Number of attendants (Persons)	Percentage of girl attendants (%)
Total	65,068	24,825,725	48.1
Kindergartens	14,958	1,907,110	49.2
Elementary schools	24,676	8,768,881	48.8
Junior high schools	11,292	4,850,137	48.8
Senior high schools	5,501	5,010,472	49.7
Schools for the blind	70	4,773	36.5
Schools for deaf and mute	107	7,842	45.1
Protective care schools	787	75,426	37.0
Technical colleges	62	55,453	14.8
Junior colleges	595	530,294	91.8
Universities	534	2,389,648	30.3
(Universities, graduate courses)	(359)	(122,360)	(19.0)
Special training schools	3,431	859,173	51.1
Miscellaneous schools	3,055	366,536	48.7
Correspondence system			
Senior high schools	91 (74)	157,003	46.0
Junior colleges	9 (9)	42,341	61.3
Universities	13 (12)	184,425	50.6

Source: Ministry of Education, "Basic Survey on Schools"

Education and Training for Workers

Four types of education and training for workers can be distinghuished: education and training provided by companies, vocational training at Public Human Resources Development Facilities, social education provided by higher education institutions and education and training provided by private education companies.

Education and training provided by companies

In Japan, as stated before, human resources development by means of in-company training forms an important part of all education and training for workers. Therefore, the ratio of implementation of education and training within companies is rather high and increases with the size of the company (table 16). Approximately 60% of the companies has a specific organization or department in charge of education and training and 40% has its own documented programmes for education and training (table 17 and 18).

Table 16: Percentages of establishments providing OFF-JT or OJT (1994)

	OFF-JT	Planned OJT
Total	61.2	74.0
Industry:		
Construction	57.3	69.4
Manufacturing	55.3	68.1
Transportation and telecommunication	47.9	73.5
Wholesale, retail and restaurants	62.0	75.9
Finance, insurance, real estate	68.9	78.3
Service	73.5	81.6
Size of establishment (persons):		
1,000 and over	90.3	86.4
500 - 999	90.9	85.2
300 - 499	85.4	86.3
100 - 299	70.3	83.3
30 - 99	55.6	70.0
Kind of jobs for programmes:		
Workers employed in or before 1992	55.2	65.5
Administrators or supervisors	39.2	31.9
Specialist and technical workers	29.4	34.4
Office workers	25.5	36.6
Sales and business	26.0	34.9
Skilled workers and workers at production line	20.3	32.2
Transportation and telecommunication workers	8.0	14.3
Service and security workers	9.6	17.4
New employees in 1993	44.6	59.5

Source: Human Resources Development Bureau, Ministry of Labour, "Report of the Survey on the Education and Training in the Private Sector" (November 1994)

Table 17: Situation of organisations engaged in planning education and training

Organisation specialised	24.5%
Concurrently by organisation in charge of other matters	
Person(s) specialised	5.7%
Concurrently by person(s) in charge of other matters	29.7%
No specific organisation/person(s) for education and training	34.5%
Other	4.4%

Source: Human Resources Development Bureau, Ministry of Labour, "Report of the Survey on the Education and Training in the Private Sector" (February 1994)

Table 18:Existence of documented programme for education and training

Have documented programme	41.3 (100.0)%
Informed and published within the company	74.1%
Informed within the company	25.9%

Source: Same as Table 20 in the Private Sector" (February 1994)

In order to promote in-company training, four types of measures are taken:

- Selection of promoters of vocational ability. development: the Human Resources Development Promotion Law establishes that, for the purpose of conducting planned and systematic vocational ability development, the employer has to select a person that will be in charge of both the drawing up of the plan for vocational ability development and promotion of vocational ability development programmes within the company. The national government provides training classes or meetings for these persons.
- Provision of know-how regarding education and training: since it is necessary for employers to obtain adequate know-how regarding the implementation of programmes for education and training, the Vocational Ability Development Service Centers, which are located in each prefecture, have a "planner" and consultant for vocational ability development. The vocational ability development planner, as the specialist in this area, and the consultant for the vocational ability development, provide employers with the needed information and consults on education and training. The Centers also provide the possibility to retrieve the necessary and most up-to-date information on vocational ability development throug the on-line access to the data base "Ability Development Data System (ADDS).
  Financial Assistance: in order to promote education and training within the company, financial assistance is granted to employers who provide training for their employees. Such grants can cover part of the costs for textbooks, remuneration for lecturers invited from outside, tuition fees for participating in education or training programmes outside the company and wages paid to employees while they are receiving education and training. To be eligible for such a grant, the employer is requested to draw up a vocational ability development programme, taking into account the opinions of the workers representatives, such as the labour union of the company. In the case that a single small or medium sized enterprise or the association of this type of enterprises establishes training facilities and

provides training that meets certain criteria, the Prefectural Governor can authorize these training programmes. In that case the national and prefectural governments bear part of the expenses involved in establishing these facilities. All over Japen, there are 1,400 of such authorized facilities in which 180,000 persons per year are trained.

- Leasing facilities for the Vocational Training: facilities for vocational training (Regional Vocational Training Centers) have been mainly established in local industrial cities. These facilities can be leased by employers or employers' organisations that provide education and training either for their employees or the unemployed. In addition to this, the Employment Promotion Corporation contracts low-interest loans to employers, that establish training facilities within their company.

According to the "Report of the survey on education and training in the private sector" (april, 1990), commissioned by the Human Resources Development Bureau of the Ministry of Labour, the companies utilize various facilities on behalf of the training of their employees (see table 19).

Table 19: Facilities utilised by companies for education and training for their employees

Private education and training facilities	51.2%
In-house facilities	48.9%
Public education and training facilities	36.7%
Facilities of related companies	30.4%
Correspondence education	16.3%
Special training schools and miscellaneous schools	2.9%
Universities and graduate courses	2.1%
Other	15.6%

Vocational training at Public Human Resources Development Facilities

The Human Resources Development Promotion Law stipulates, that it is the liability of the national and prefectural governments to provide vocational training for workers, who wish to change their jobs and other persons who need assistance in the development and enhancement of their vocational abilities. For this purpose, the national and prefectural governments have established 354 Public Human Resources Development Facilities throughout the country, to provide vocational training that mainly aims at graduates that just left school, workers in small and medium sized enterprises, and those persons who either lost their job or wish to change jobs. There are 105 national Public Human Resources Development Facilities and 249 prefectural ones (figure 2). In order to adapt public vocational training to the technological innovations and the ageing of the workforce, the curriculum for training is reexamined and machines and apparatus for the training are improved or newly installed. The system of training has been reorganized in the 1992 revision of the law, in order to make it possible to provide more diversified and flexible training. At the same time, various measures have been taken to provide the opportunity for high-grade vocational training for workers within companies.

In addition to these facilities, there are 13 national and 6 prefectural Human Resources Development Centers specialized in the training for the disabled. The total number of the disabled trained in these facilities accounts for 3,500 per year.
To become an instructor at the Human Resources Development Facilities requires, in general, to obtain the license of instructor in vocational training, which is issued by the Minister of Labour. To train vocational training instructors, the national government has established the Polytechnic University, from the perspective that it is extremely important to enhance the ability of instructors to provide vocational training that is in line with the changing working environments, including technological innovations.

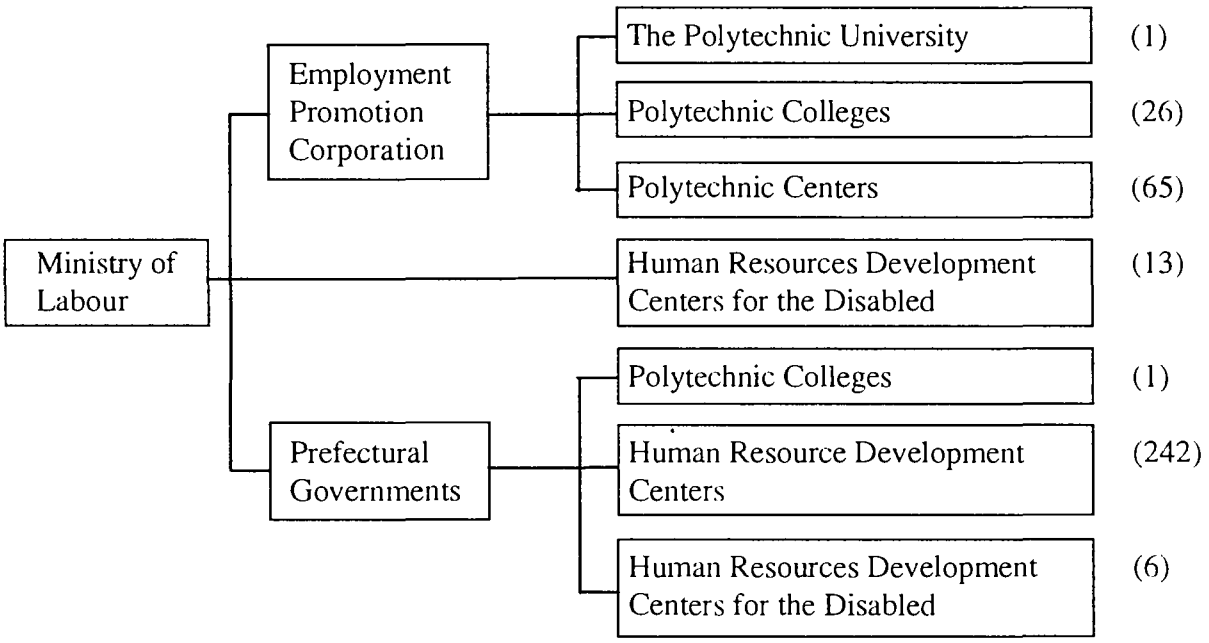


Figure 2: Mechanism of Public Vocational Training (1994)

Social education at Higher Education Institutes
Recently, higher education institutes (such as the graduate courses of universities), started to provide education to workers, aimed at giving them the opportunity to continuously obtain up-to-date and advanced knowledge and skills, that are necessary to meet the rapid technological innovations (table 20).

Table 20: Change of Number of Full-fledged Members of Society who Entered High Education Institutes based on the System for Special of Full-fledged Members of Society (Unit: persons)

	Fiscal 1987	Fiscal 1991	Fiscal 1992	Fiscal 1993
Doctoral course of universities	148	460	931	902
Master course of universities	815	2,233	2,263	2,752
Undergraduate course of universities	1,143	2,796	3,669	

Source: Survey by the Ministry of Education

Education and training provided by private education companies
In Japan, education provided by private education companies, aims mainly at full-fledged members of the society. This type of education and training encompasses various forms, such as seminars and correspondence education. The contents of the courses range widely to cover vocational knowledge, acquisition of skills, personal hobbies, culture etc. Private education companies are mainly used as the place for OFF-JT for companies and self-education by individuals. Further details on this type of education and training cannot be given, since data concerning e.g. the number of participants, are not available.

18.7 Demand and Planning

Plans for Human Resources Development
On the *national level* the national government establishes every five years the "Basic Plan for Human Resources Development" in accordance with the Human Resources Development Promotion Law. The plan includes the enforcement targets for the vocational ability development as well as other basic administrative measures, which depend on the trend in the economy and society. It is stipulated that the national government hears the opinions of the tripartite council consisting of the man of learning and experience and representatives of workers and employers. The principal idea of the "Fifth Basic Plan for Human Resources Development" (see figure 3), which was drawn up in June 1991, is as follows:

- Anticipating both the ageing of the labour force and the shift in the economy towards labour shortage, as is the situation in Japan, it is necessary to develop and provide diversified, flexible education and training aimed at the elderly workers, women and white-collar workers and to promote advanced education and training, in order to meet the challenges of technological innovations.
- Since it is expected that skilled workers may be short in the manufacturing and construction industries, partially due a changing awareness of work among the younger generation, promoting various measures aimed at creating a society in which skills are respected, is needed.
- Contribution to the international society by means of human resource development through positive acceptance of trainees from abroad.

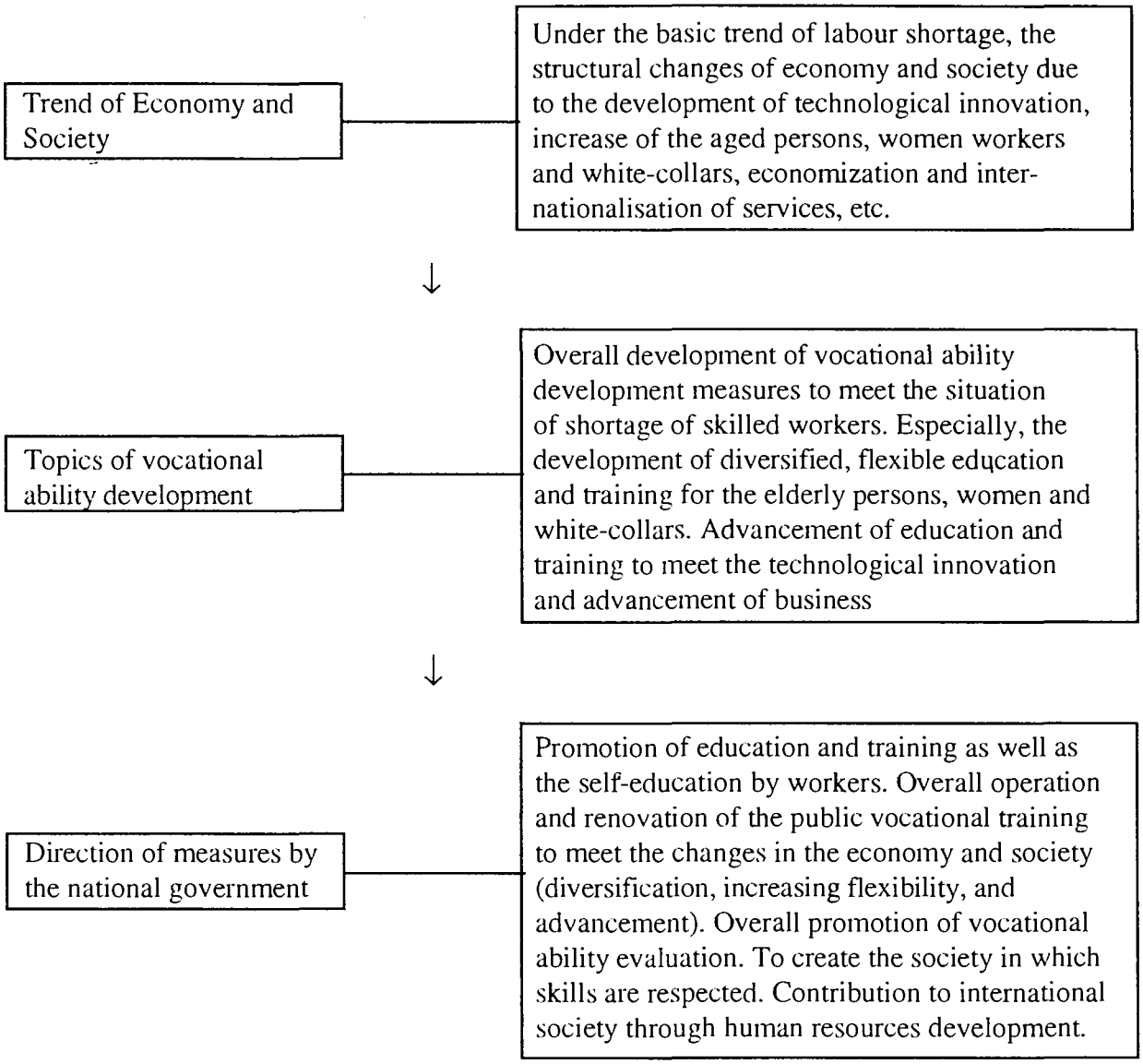


Figure 3: The Framework of the Fifth Basic Plan for the Human Resources Development

In line with the plan of the national government, each *prefectural government* should establish its plan for Human Resources Development. The combination of planning at both the national and the prefectural level should enhance the well-balanced vocational development administration.

As stated earlier, under the Human Resources Development Promotion Law, each *company* is requested to *design a plan* for the in-company ability development and to provide planned ability development programmes to its employees. According to the survey of the Ministry of Labour (Human Resources Development Bureau of Ministry of Labour, "Report of the Survey on the Education and Training in the Private Sector", February 1994), 41,3% of the companies has a documented plan concerning education and training. Again there is a relation with the size of the company; 91.6% of the companies with 1000 employees or more, has such a plan, against 35% of the companies with 30 to 100 employees.

System of Evaluation of Vocational Ability

In addition to providing vocational training, the evaluation of the skills which workers obtained at respective stages can also advance their vocational ability. Evaluation of already acquired skills can encourage workers to recognize the results of their efforts and increase their willingness to progress in their acquisition of (new) skills. Evaluation of vocational abilities can contribute effectively to changing jobs or improving the treatment of workers. For *this reason, the national government has been strengthening its system of skills evaluation and intends to further improve and strengthen the vocational ability evaluation system on behalf of a proper assessment of vocational ability, through utilizing the skill tests and in-house tests adopted by private organizations and companies.

There are many companies which utilize public evaluation, such as the skill evalution, to assess the ability of workers within companies. According to the survey of the Ministry of Labour (Human Resources Development Bureau of Ministry of Labour, Report of the Survey on the Education and Training in the Private Sector" March 1992), 60.8% of all companies has implemented certain measures to evaluate the vocational ability of their workers. Of these, "the companies which have made (or recommended) their workers to take the tests for the evaluation of skills conducted by the national or provincial governments" account for 81.7%; "the companies which have made their workers to take Trade Skill Tests" accounted for 63.5%; and "the enterprises which have made workers to take the examinations conducted by themselves" accounted for 14.6%.

There are several (national) evaluation systems.

Trade Skill Test System

This system is a national testing system to evaluate and certifty the skills obtained by workers. The jobs covered by this testing system are those which are common among companies throughout the country. At present, the test has been implemented for 133 job types, based on the Human Resources Development Promotion Law. The type of jobs include gardening, processing by machines, assemblence of electrical machines and tools, manufacturing of semi-conductor products, manufacturing of men's suits, making of forniture, plasteres, installation of sashes, lacquer ware production, decoration and display of goods and decoration with flowers.

This evaluation of skills encompasses a skill test and an examination in academic subjects relevant for the job, as designated by the government ordinance and according to classifications established by the ordinance of the Ministry of Labour. The test is taken once or twice a year. The classification of certain types of jobs distinghuises special grades (1st grade, 2nd grade, 3rd grade, basic 1st grade and basic 2nd grade), but there are also some types of jobs for which only one single grade is established. The third grade, basic first and basic second grades, have been newly established in 1993 to increase the grades for the skills evaluation (see table 21 and 22).

Table 21: Qualification for Trade Skill Tests and the Criteria of Examination

Grades	Criteria for examination	Qualification for taking test
Special	Degree of skills and knowledge pertaining to the skills which are generally to be acquired by administrators or supervisors	Experience in actual business for 5 years or more after success in the test for grade 1
1st	Degree of skills and knowledge pertaining to the skills which are generally to be acquired by advanced skilled workers	1) for workers finished certain vocational training, experience in actual business for 2 to more than 3 years after success in the test for grade 2 2) experience in actual business for 5 years or more after success in the test for grade 2 3) experience in actual business for 12 years or more 4) other
2nd	Degree of skills and knowledge pertaining to the skills which are generally to be acquired by the middle-class skilled workers	1) experience in 0 to more than 1 year for those who finished certain vocational training 2) experience in actual business for 2 or more years after graduation of senior high schools (vocational education course) 3) experience in actual business for 3 years or more 4) other
3rd	Degree of skills and knowledge pertaining to the skills which are generally to be acquired by the starting class skilled workers	1) no experience in actual business for those finished certain vocational training 2) no experience in actual business for graduates from senior high schools (vocational education course) 3) experience in actual business for 1 year or more 4) other
Basic 1st grade	Degree of skills and knowledge pertaining to the skills required to perform the basic services pertaining to the types of jobs for test	experience in actual business for 8 months or more
Basic 2nd grade	Degree of skills and knowledge pertaining to the skills required to perform the basic services pertaining to the types of jobs for test	experience in actual business for 4 months or more

Table 22: Situation of Implementation of Skill Tests

		special grade		1st grade		2nd grade		3rd grade	
Year	Number of jobs for implementation	Number of examinees (persons)	Ratio of successful examinees (%)	Number of examinees (persons)	Ratio of successful examinees (%)	Number of examinees (persons)	Ratio of successful examinees (%)	Number of examinees (persons)	Ratio of successful examinees (%)
1989		2,738	20.8	81,083	37.9	92,467	35,8		
1990		2,993	25.1	75,552	34.8	92,097	34,3		
1991	133	3,225	25.9	73,126	40.0	91,376	39,3		
1992		3,366	41.1	74,673	45.5	95,669	41,1		
1993		2,975	23.4	75,912	48.6	99,447	45,7	503	64.8
Accumulation from 1959		17,368	25.6	1,961,694	43.9	2,574,799	40,2	503	64.8

Notes: 1. The special grade has been implemented since fiscal 1988
2. The 3rd grade has been implemented since fiscal 1994

The Ministry of Labour is, according to the law, authorized to instruct the prefectural governors, the Japan Vocational Ability Development Association and other designated organizations to perform part of the services for the Trade Skill Tests. The prefactural governors are capable of making the Prefectural Vocational Ability Development Associations to conduct part of the services for the tests. In the ordinary case, all services for the Trade Skill Tests are shared in cooperation by various persons: the standard for the Trade Skill Tests is established by the Minister of Labour, the examination questions are drawn up by the Japan Vocational Ability Development Association, which is affiliated to the Ministry of Labour, the public notice on the implementation of the examination is made by the prefectural governors and the actual implementation of the examination is the task of the Prefectural Vocational Ability Development Associations.
The workers that pass the examination, can be awarded the "Certified Skilled Workers" of the special class, 1st class and the single class by the Ministry of Labour; certificates for other classes are awarded by the prefectural governors. The "Certified Skilled Workers" are given the privilege of exemption from certain examinations when they apply for other state examinations.

Authorization system for Trade Skill Tests by private sectors
This authorization system means that the Minster of Labour can authorize certain evaluation systems, used by public interest corporations or non-profit making organizations for certifying the level of necessary knowledge and skills acquired by their workers, as the ones he deems to be promoted. The types of jobs covered by this system are:

- the skills that are common among companies and that either have a range, limited to certain regions or are small in scale;
- the kind of jobs that are covered by the existence of any association, which has the capability of implementing such skill tests on a nation-wide scale.

At present, 18 types of jobs have been authorized. Some examples are tailor, translation, nursing services, maintenance of building, and those related to local industries.

Authorization system for in-company Trade Skill Tests
This authorization system enables the Minister of Labour to authorize certain evaluation systems, used by employers or employers organizations on behalf of testing the vocational ability of their workers, as the ones that he deems to be promoted. The types of jobs covered by this system are:

- the skills which are unique to certain companies;
- the most advanced skills which change quickly in accordance with the technological innovation;
- those skills related to the assembly-line operation or fabricating works, which cannot be the object of the skill test throughout the country, since special features are added by companies to such skills.

At present, 108 types of jobs in 25 companies have been authorized and the number of authorizations has been increasing every year.

18.8 Conclusions and further developments

Rapid Socio-Economic Changes and Long-term Employment System

The Japanese economic development could not have been realized without the long-term employment system in which life-time employment and the seniority based wage scales are combined. On the one hand, the thus created relation of reliance between labour and management, made workers to respond flexibly to the technological innovations and changes in business. On the other hand, companies have tried to provide workers with employment security and to invest positively in education and training. The system thus realized the merits of the long-term stability of management and employment for both employers and workers.

However, in the present situation with an increased burden of middle aged and elderly workers, due to the rapid ageing of the population, the rise of wages and shortage of posts have become remarkable. Actually, it has become difficult to respond to the ageing of workers without modifying the existing system in which employees are treated on basis of their seniority.

The changes in industrial structures, due to the technological innovation and globalization, will continue to advance toward the 21st century. However, as long as a larger part of both management and labour think that this system has its merits, it will not suddenly collapse, or, rather, it should not be annihilated. Nevertheless, it is anticipated, that problems which cannot not be solved through vocational ability development within the system of long-term employment, will increase; problems like the modification of the seniority treatment system, response to the stratum of workers placed outside this system and the change of industrial structure and consciousness twoard the change of jobs. It is necessary to employ policies to respond flexibly to these new movenents.

Subjects for the Future

- Support to the Human Resources Development in response to the change of industrial structures: in order to smoothly relocate the labour forces among the industries, while at the same time trying to assure the employment security in the changing industrial structures, it is desirable that companies in the fields in which demand is anticipated to decrease, shift their business activities, either to areas where a higher value-added is expected or to new areas that are expected to develop and to shift concurrently their

  workers to such areas. This requires adequate support of administration to such positive business restructuring. Important in this case, is supporting companies in their efforts to develop human resources that can cope with the realization of a high value-added and the development of new fields. Especially in the case of medium and small sized companies, the role played by the public sector will be of great importance, since many of these enterprises have not (yet) established a system to develop human resources. At the same time, it is necessary to strengthen the training courses at Public Human Resources Development Facilities in terms of quality and quantity, to provide sufficient possibilities for developing good employment opportunities for those workers that either move voluntarily to developing areas or that are forced to leave or change their jobs, due to the change of industrial structures. Strengthening the system for the vocational ability development within and outside companies, is, as a response to changing industrial structures, a very important subject.

- Assistance for self-education by workers: given the situation that the treatment of workers on basis of their capabilities will become more significant and that the voluntary movement of workers will increase, the growth of workers' abilities through their own initiatives and efforts (in addition to those of the companies), will gain importance. For this reason, the adoption and promotion of a system of long-term leave, enabling workers to attend universities or other higher education institutes and engage themselves in advanced, specialized ability development, needs to be examined. Such a system can support the self-education by workers.
- The vocational ability development for white-collar workers: in order to meet the increasing needs of companies and workers for vocational ability development, it is aspired to establish and strengthen the system in which "any person" can receive the ability development at "anytime and anywhere", through the construction of an education and training network using satellites for communication. Furthermore, in order to develop the vocational ability of white-collar workers, the importance of which has increased recently, it is necessary to expand the business career development system to assist those workers to acquire, by stages and systematically, the occupational knowledge they need. It is also important to establish and strengthen the facilities which have overall functions such as: the collection of information and research and development regarding the development of the ability of white-collar workers, pilot-provision of advanced education and training at the levels of universities or graduate course of universities, and the positive provision of know-how and information to companies and workers, based on the realized achievements.

ANNEX

Table A: Participation in and duration of OFF-JT by Academic Careers of Workers (since the employment in the company) (1988)

	Received OFF-JT	Time		In most recent two years	Other
		Within one year of employment	Before or after the transfer to other posts, promotion or upgrading		
Graduates from:					
junior high schools	67.7	40.9	32.1	38.4	42.8
senior high schools	70.1	52.6	29.5	46.0	39.7
junior colleges and technical Colleges	68.9	58.3	15.9	45.0	26.7
universities or higher	85.0	71.0	31.9	53.6	36.4

Source: Human Resources Development Bureau, Ministry of Labour, "Report of the Survey on the Education and Training in the Private Enterprises" (April 1990)

Table B: Objectives

Provision of basic knowledge and skills	87.5%
Enhancement of specialised areas	73.0%
Response to technological innovation by ME	12.1%
Response to globalization	9.9%
Conversion of kinds of work	8.9%
Response to ageing of workers	7.7%
Other	20.8%

Source: Human Resources Development Bureau, Ministry of Labour, "Report of the Survey on the Education and Training in the Private Sector" (April 1990)

Table C: Duration per course

Less than 12 hours	24.4%
12 hours to less than 6 days	53.8%
6 to less than 10 days	6.5%
10 days to less than 1 month	8.8%
1 to less than 3 months	1.8%
3 to less than 6 months	1.6%
6 months and over	3.0%

Source: Human Resources Development Bureau, Ministry of Labour, "Report of the Survey on the Education and Training in the Private Sector" (March 1991)

Table D: Type of vocational training and authorised number (fiscal 1994)

Type Course	Outline of training	Course period and length	Public Human Resources Development Facilities	Number of employees (persons)
General training General course	Long-term courses to give graduates from junior and senior high schools the basic skills and knowledge they need to become versatile skilled workers	1 year for senior high school graduates and 2 years for junior high school graduates, 1,400 hours or more per year	Human Resources Development Centers	20,750
Short-term course	Short-term course to give workers in employment or unemployed workers or those intending to change jobs, the necessary skills and knowledge (except advanced skills and knowledge)	Less than 6 months and 12 hours or more	Human Resources Development Centers	341,280
Advanced vocational training course Special course	Long-term courses to give new graduates from senior high schools the necessary basic skills and knowledge for becoming highly skilled workers	2 years for senior high school graduates, total hours 2,800 hours or more	Polytechnic colleges	6,340
Short-term special course	Short-term courses to give workers in employment the necessary advanced skills and knowledge	Less than 6 months and 12 hours or more	Polytechnic colleges	10,120

Table E: Training of Instructors at the Polytechnic University

Type	Course for training	Outline of training	Period and length	Name of facilities
Training of instructors	Long-term course	Training, mainly, for new graduates to become instructor in vocational training (number of students per grade 230 persons)	4 years for graduates from senior high schools	The Polytechnic University
	Special course	Training for an instructor in vocational training or a holder of the license for instruction in vocational training, to obtain the license of instructor in vocational training for other fields	6 months or 1 year	
	Study course	Training to train the instructor in vocational training, equipped with advanced knowledge and skills and superior talents for adaptation and research and development	2 years for university graduates	
	Training course	Training for the enhancement of the capacity of instructors in vocational training	12 hours or more	

19. CONTINUING VOCATIONAL TRAINING IN THE UNITED STATES

Laurel McFarland

19.1 Introduction

The purpose of this chapter is to examine four aspects of the American system of continuing vocational training: features of the system, access and attendance, courses and providers, and demand and planning.

This chapter is a somewhat different approach than in some of the European contributions. The US system is sufficiently different from its European counterparts for changing the order in which the aspects will be discussed. This chapter will begin with features of the system, but then will cover courses and providers. The "access/attendance", and "demand/planning" topics will be covered in adjacent sections, since they are very closely related in the American system.

19.2 The Most Important Features of the System

We begin with 3 salient facts:

1. There *is* no system of continuing training!: a "pattern of practice" has arisen organically from the interaction of participants, but it is not a system, in the sense of being rationalised and planned. And each of the 50 states is different.
2. The US "system" of continuing training is not centrally planned or regulated. Participation is *market driven* and *locally* determined, and it reflects consumer and employer demand. National policy analysis is in effect the analysis of local actions, and the influence of Federal and state incentives upon them.
3. Continuing training is an "industry" in the United States, and the participants behave *strategically*. To understand the structure, conduct, and performance of the continuing training system, it is not enough to look at the individual providers, and their customers. Their interactions, their tendencies toward co-operation and competition, are powerful explainers of the quantity, quality, and efficiency of continuing training in the United States.

Thus, the following pages essentially contain an "industrial organisation" analysis of the continuing training "industry". This approach is useful because the most notable characteristic of continuing training in the United States is that it *is* an industry. And the players behave strategically, anticipating each others' actions, and not in isolation. Analysing continuing training as an industry gives a more accurate picture than a programme-based or institution-based description might.

This analysis will build from the ground up: first it will look at the nature of continuing training in the locality, including how it occurs there (who provides it, and to whom), and then analyse the "predictable" local outcomes (given the incentives and market conditions). From there it will "aggregate up" and look at the mosaic of practice that has arisen nationally. We can then begin to fully discern the nature of the "system" that has arisen this way organically. Only then will the paper turn to the influence of Federal policy on the system. This is upside-down from the way many national analyses of American workforce training

are conducted, but it should yield a more realistic picture of how continuing training really operates in the US, and what makes it "tick".

The Definition of Continuing Training

The FORCE report (Brandsma et al, 1995) defines continuing vocational training as "all vocational training activities in which workers... participate throughout their working life." The report also notes that the usage of the term varies from country to country, with the general sense being that continuing training is that training which is *not* "initial" preparation, which serves "adults", and which is "labour market-related." The term 'continuing training" is not used very frequently in the United States, but the American expressions that most closely approximate this European conception of continuing training might include: "workforce development", "job training", or perhaps more broadly, "lifelong learning." If we adopted an industrial organisation approach, continuing training might be that area of education and training designed to enhance economic growth and make a profit, rather than to prepare individuals "for life".

For analytical purposes, the American provision of education and training for work falls into four main categories: initial preparation, second chance training, upgrade training, and retraining. Initial preparation, which includes vocational and academic high school programmes, and postsecondary education and training, prepares young people to enter the labour market. Except for a few exceptions[1], it is not part of the provision of "continuing training" in the United States. That exclusion leaves second chance training, upgrade training, and retraining, but none of the three categories captures the European definition of continuing training that includes "update" training. In this typology, "update" training does not raise the individual worker to a higher level of skill-- rather it refreshes and sharpens the individual's skills at his or her present job level, and it helps the worker adapt to changes in technology or technique used in the job. To include that aspect of the European definition of continuing training in an American discussion would necessitate the addition of such American offerings as "continuing education" and "vendor training". Continuing education programmes, which are primarily in health professions (medicine/nursing) and other *licensed* areas (where license renewal depends on it), and other areas, like accounting, where rules and regulations change frequently.

Table 1: Four main types of education and training comprise "Continuing Training" in the United States

- upgrade training
- retraining dislocated workers
- second chance training
- update training/continuing education/lifelong learning

The Definition of Continuing Training System

As stated above, the US does not have a continuing training *system*, in the typically implied sense of being "rationalised", universal, or efficient. Instead, America has an organic system of continuing training, one that has grown up with a multitude of providers, regulators, consumers, financing mechanisms, etc., to serve a variety of needs. It isn't rational, doesn't cover everyone, and is rife with overlaps and redundancies, but it is a system in the generic sense of the word: it is a pattern of practice, of interacting providers and consumers. That sense of "system" is the definition used in the rest of this text.

A number of analysts, however, have noted that what lacks coherence at the national level has a great deal of coherence at the local level (Grubb and McDonnell, 1991). Quite rational and efficient "systems" exist in some localities, where programmes do not overlap or miss people, and so on. Local officials and institutions have used great ingenuity to provide order and sense to a myriad of programmes, incoming funds, and participant needs. A series of efficiently functioning local systems can create a national mosaic of practice that could be described as a national (though *not* Federal) system, even if the Federal government has had an extremely limited role in developing a "system."

Data Sources on Continuing Training

In the United States, most data on the amount of continuing training received by individuals are drawn from either the US Bureau of the Census's monthly Current Population Survey (CPS) , or else from one of four national longitudinal surveys, including the Survey of Income and Programme Participation (SIPP), the National Longitudinal Survey of the High School Class of 1972 (NLS-72), the National Longitudinal Survey of Labor Market Experiences (primarily the Youth Cohort, abbreviated NLS-Y), and High School and Beyond (HS&B.) The CPS conducted two special "Training Supplements" in 1983 and 1991, which were specially designed sets of supplementary questions to help construct a measurement of the level of workforce training in the United States. A summary description of each data set is included in the Appendix.

The data on training, however, are notoriously contradictory. Different surveys, seemingly asking the same question of the same population, come up with very different answers.[2] In 1983, for example, the CPS asked 22-65 year olds whether they "need special skills or training to obtain [their] current job." 56% answered yes. (In the same survey, 38% said yes to the question: "Since you obtained your present job did you take any training to improve your skills?" So in all, 66% of the CPS respondents said yes to one or both of those questions.[3]) However, just a year later when a *different* survey, the SIPP, asked a similar question of its sample ("Have you ever received training designed to help find a job, improve job skills, or lean a new job?"), only 24% of those 22-65 year olds said yes. Thus, people of the same age, in the same time period, appear to answer similar questions in very different ways, according to which survey is used.

A recent paper by Zemsky and Shapiro(1994) examines the sources of these discrepancies by performing a careful "crosswalk" comparing similar questions on different surveys. Some of the discrepancy may stem from question "context" or survey "fatigue", but the authors conclude that much of the difference can be traced to the "slippery", nebulous definition of training used in America, the almost total lack of training credentials, and to the déclassé

reputation that the word "training" enjoys in this country.[4] Without a clear working definition of training, and without credentials to give training tangibility, training data are (to use Zemsky and Shapiro's words), "...a mirage-- visible in the distance, but intangible at close proximity" (p29). The authors argue further, though, that rather than having *no* meaning in American usage, the word "training" actually has two distinct meanings: either it is for career advancement for the educated, or it is a second opportunity for the disadvantaged. The first meaning reflects a positive, corporate perspective, while the latter reflects the evolution of a public sector provision of training that has emphasised society's most disadvantaged. The more the question seems to approach the latter, the lower the percentage is likely to be, and vice versa (p32).

A recent survey of employers conducted by the Center National Center on Educational Quality of the Workforce (EQW), looked at the issue of formal training from the *establishment* side: among all employers in the survey, 81% offered formal training (either on-site or at a school/college). Size makes a difference: only 75% of small employers (20-49 workers) offered formal training, while 90% of firms with 250-999 workers, and 99% of firms with more than 1000 workers did.[5] There have also been less comprehensive efforts to poll firms on their training behaviour (the University of Illinois, "National Organisations Study", 1994; and the National Center for Education and the Economy, 1990), which show similar results.

19.3 Courses on Offer and Providers of Training; the local level

Continuing Training and the Community College

The best place to begin an analysis of the continuing training is at the "ground-level"-- at the local level. Because of the decentralised, unregulated nature of American continuing training, the locality is the most critical level of analysis. The structure, conduct, and performance of the entire continuing training system springs from events taking place in the local labour market and training institutions.

In towns and cities across America, the community college[6] is the most important public provider of continuing training. There are about 1100 of these two-year public colleges, and they range a great deal in size and character. Most are fairly small-- two thirds of the colleges have less than 5,000 students enrolled-- but some of the large urban community colleges have more than 40,000 students each. They feature open access[7] and low tuition, averaging only $1114 per year, in contrast to the $2822/year at public universities and $10,994 at private universities (NCES, 1994, pp 311-312). And many community colleges have very strong local origins-- despite the fact that most community colleges are now primarily creatures of state funding and regulation, many were originally started and paid for by local communities. Nation-wide, localities still provide an average of 18% of community colleges' revenues.

For countries used to defining institutions by their place in the education and training hierarchy, community colleges may be a bit bewildering. They are local service conglomerates, providing all different kinds of education and training services to all different sorts of "customers". With respect to continuing training, however, it is possible to group their services into three major categories[8]:

I. Credential-oriented academic and vocational training.
II. Customised training for the private sector.
III. Public Sector Contracting for continuing training (mainly with Federal funds).

In effect, these are the three principal vehicles for delivering continuing training in the United States--in addition to the private sector's own internal training, of course. The community college is a major provider in all three areas, but they face competition in each of the categories, and from different providers, as will be described below.

I. Credential-oriented academic and vocational training

The community college's core operation, at least philosophically, is still initial preparation. As part of that they offer 1 year certificates, 2 year associate degree programmes for high school graduates[9] (footnote that since open access, non completers can enter), and "transfer" programmes that provide the first half of a college degree. But given the institution's very high "drop-out rate" and low "transfer rate"[10], and the high average age of students (app. 29), a substantial proportion of those in "initial preparation" are more accurately in continuing training. Table 2, below, which gives the annual revenues for all 2 year public community colleges, demonstrates the scale of academic and vocational services at community colleges: they take in more than $18 billion each year (it should be noted these figures mainly pertain to the academic and vocational training portion of the college's activities; many of their non-credit, continuing training programmes are "off-budget", in the sense they have their own, separate sources of revenue--government training contracts, customised training contracts with firms, and so on).

Table 2: Community College Revenues (1992)

	In $% of total	
Tuition revenue	$ 3.6 bil.	20
Fed govt.	$ .9 bil.	5
State appropriations	$ 8.4 bil.	46
State grants, contracts	$ .8 bil.	4
Local govt.	$ 3.2 bil.	18
Auxiliary enterprises	$ 1.3 bil.	7
Total Revenues	**$ 18.2 bil.**	100%

Source: U.S. Dept. of Education, National Center for Educational Statistics, Integrated Postsecondary Education Data System, 1992 Finance survey.

The local market for degree-oriented continuing training.

Community colleges often face fierce competition for continuing training students with other local postsecondary institutions, often from very different "tiers" of the higher education

system. Whereas young students seeking initial preparation may be quite mobile in seeking the most appropriate college for their interests and abilities, adult workers seeking formal education for upgrading or updating are usually uninterested in travelling more than a reasonable commuting distance from their present home. Thus, it is other institutions within a commuting radius of the desired students that "compete" the most with community colleges for students. The competition ranges from for-profit "trade schools" (often called "proprietary schools") to elite private colleges with satellite evening MBA programmes in affluent suburbs.

Proprietary schools have grown tremendously over the past several decades, in response to the opening of Federal student loan programmes to their participants, and to the growth in labour demand for their services. These schools are controversial, because of their expense (both to the individual and to the government, which provides student loans to more than 80% of the proprietary students who attend at least part time) and the low quality of some of the schools. But they now enrol more than 700,000 students over the course of a year (NCES, 1992, p. xxiii & NCES, 1994, p. 174). They tend to offer shorter, more intensive, and much more expensive, programmes than community colleges.

And on the other end of the spectrum, over the past decade there has been a notable increase in the practice of selective colleges and universities setting up satellite centres in other locations, to provide night and weekend classes for individuals seeking to upgrade or update their skills.

The vast majority of community colleges have at least one other institution within commuting distance, and a significant number have more than a half dozen.[11] From field work, it appears that local competition tends to play out, not in price or quality competition, but rather in duration of course (which creates non-comparable credentials across providers), and "convenience competition"--finding meeting times or locations that are more convenient for students. (McFarland, 1994). Alternatively, sometimes local competition has led to colleges (and others) convincing the state to "carve up" the state into exclusive service areas for public institutions, and head-to-head competition for students among public institutions is actually forbidden. Essentially, the state grants monopoly service areas to colleges in the hope that it will reduce the waste of duplicate and overlapping provision of similar services. In those areas, students must pay a large surcharge to attend a community college "out of district". In rural areas where the community college is the only provider, this means that the student can only attend one institution. In more densely populated areas, though, even with exclusive service areas, community colleges compete with training providers from other tiers of public higher education and the private sector. But in general, as stated above, strategic competition--not the "perfect" competition of economics textbooks--characterises many suburban and urban settings.

II. Customised Training for the Private Sector

Community colleges are significant providers of continuing training for employers in the private sector, but no one really knows *how* significant. A recent survey by EQW sheds some light on this issue. In response to the question, *"Does your establishment use any of the following outside sources of training?"*, 30% of the respondents drawn from a sample of

3,173 firms said that they used community colleges (see Table 3). Given the heavy involvement of community colleges with private industry councils and government training programmes, it is likely that the 30% estimate may be a bit low. Other studies confirm the popularity of community colleges as training options for firms. The Bureau of Labor Statistics (1992), for example, found that of the 41% of workers who said they had received training-to improve their skills since obtaining their present job, 13% said they had obtained it by attending formal school-based education and training, in contrast to 16% at formal company programme, and 15% at informal on-the-job training.

Table 3: Percentage of firms offering continuing training, by source of training

Source of training	% of firms replying "yes"
Equipment Suppliers or Buyers	50%
Private Consultants	36%
Private Industry Councils or other Industry Associations	34%
Technical and Vocational Institutions	33%
Community Colleges and Junior Colleges	30%
Four-year colleges or Universities	20%
Government-funded Training Programmes	12%
Unions	5%

Source: The EQW National Employer Survey, 1995

The non-credit, "continuing training" side of the community college has become larger and more sophisticated in recent years. Industry demand for such programmes has increased, as have state efforts to use training for economic development. Thanks in large part to separate and distinct state and Federal funding streams for individual policy goals, community colleges sometimes operate 6 or 8 finely differentiated continuing training programmes for Federally funded contract training, and 6 or 8 finely differentiated programmes for the private sector.

Table 4 presents a summary list of the categories of continuing training programmes that community colleges typically offer. As a survey conducted by a consortium of two-year colleges (called NETWORK), has demonstrated, very few colleges offer all of these programmes. But, surprisingly, most colleges offer at least some if not most of these categories of programmes. On average, somewhere between 40-50% of a community college's "students" are in the non-credit side of the institution.
As an example, in 1993 a moderate sized suburban community college had 15,000 students in credit programmes, taking academic and vocational courses for "credit" towards a degree. Another 15,500 people were participating in programmes at the college, but they were not for credit. About 8,000 were taking industry-specific training on a contract basis (including both firm specific training, and broader topics like "total quality management"), another 1,000

were taking apprenticeship and non-credit vocational programmes, 400-500 were in the Federally-funded Job Training Partnership Act programme (see the discussion of "JTPA" below), and 5000 were taking remedial course work (which cannot be applied towards a degree), or "continuing education", enrichment, or "leisure" courses in horticulture, balancing your checkbook, learning to use a personal computer, etc.

Table 4: Private sector continuing training programmes offered by community colleges

- Workplace Literacy Services
- ESL Workplace Literacy services
- Customised Training services
- Outplacement Services/Assistance
- Apprenticeship Programmes
- Defence Conversion Programmes
- Assessment Services for Employers
- Advanced Manufacturing Technology Training

The local market for private sector training

The other main player in the local provision of private sector continuing training is, obviously, the private sector. The relationship between public sector providers and industry is quite subtle and complicated. To begin with, the subsidy structure of higher education has influenced the training behaviour of firms. The· more subsidy states give the public institutions offering customised training, the more likely the firms will be to "contract out" their training needs to the local community college, or some other provider. Everything is on a continuum: firms want to give as much specific skill training as is economically productive, while workers want to acquire portable skills , so they can find a new job or advance. Firms have the best idea of which skills they need the most, but public institutions provide more marketable certificates of skill acquisition, so many workers prefer externally-provided customised training.

Evidence shows that firms provide little remediation or second chance training (EQW, 1995). Most firm-provided training is designed to update and upgrade incumbent workers. All the published studies of this area are united on another aspect of within-firm training: it is concentrated on the already well-educated, highly skilled workers. Within-firm training also disproportionately goes to white males, and to the middle age range of workers (Tan, 1986, and Lynch, 1994). Public institutions provide an important counterbalance to private firms's tendency to train its elite workers by emphasising equity and access to training, and by offering special training programmes for society's most disadvantaged.

III. Public Sector Contracting for Continuing Training

National data do not exist on how much government-funded training is provided by educational institutions, so only privately sponsored surveys shed any light on aggregate

figures. The largest government-funded training programme is the Job Training Partnership Act (JPTA), aimed at disadvantaged and displaced workers, and operated by the Department of Labor (and described more fully below). A 1990 survey of community colleges[12] found that among the 384 community colleges who responded to the survey, total JTPA contracts with the Federal government fell somewhere between $84-203 million, and they were serving upwards of 118,000 clients each year. If those 384 colleges reflect the contracting practices of the total community college population, then the range would have been $247-596 million. The author of that study, using preliminary data from a 1995 study, estimates that JTPA participation by community colleges has at least doubled since 1990, which would mean community colleges are providing somewhere between $500 million and $1.5 billion worth of JTPA continuing training. Some individual colleges, especially those in deprived urban areas, are doing $3 million in JTPA business each year. This would make them the dominant provider of JTPA, and therefore of public provision of continuing training in general.

Many community colleges have reached an 'adolescent' phase in their workforce development programmes. In the last 10 years, these programmes have grown quickly and in all directions, expanding across a broad spectrum of both private sector programmes (customised training, advanced manufacturing technology training) and public sector offerings (JTPA, TAA).

Despite its burgeoning size and complexity, however, workforce training has not spawned radical changes in college structure and administration. Anachronism reigns because of finance, and college politics. Workforce development programmes are generally financed through different streams of funding than the colleges' credit programmes. Private sector programmes must typically be "self-supporting", in the sense that colleges do not receive formula-driven state subsidies for those activities (as they do for enrolling 'credit' students). In practice, many community colleges finance their private sector programmes through combinations of contracts with firms and state economic development grants/contracts. In some cases, the workforce training portion of the college is a profit centre for the college and it subsidises the credit side of the college. In other cases, the college provides indirect subsidies of the workforce training sector through the within-college allocation of space, faculty, and administration.

The main political and structural point, though, is that most colleges still maintain workforce training as a separate entity, grafted awkwardly onto the operation of the traditional, credit side of the college. Even though it may dominate the college in terms of size and cash flow, workforce training remains a relatively unscrutinized part of college operations. And college administrations are still struggling with how to organise and manage it alongside their traditional credit programmes.

This situation continues up to the national level, where the workforce training part of community colleges represents uncharted waters in national education data. Little is known nationally about the quality, scope, or cost of the colleges' workforce training operations. Evaluations are spotty, and tracking studies almost non-existent. In policy terms, workforce training rests uneasily between the Department of Labor and Department of Education. Federal policy is edging, fitfully, towards creating a more coherent stream of Federal funding for workforce training, and recognising its distinctness from postsecondary education and training.

The challenge for community college administrations in the mid 1990s is clearly rationalisation and restructuring of workforce training activities. The local challenge for colleges is to structure their workforce training so as to manage the rapid growth, make the programmes economically efficient, protect access of the disadvantaged to these programmes, and provide public accountability for taxpayers' funds. If not already difficult enough, the college administrations must keep increasing training quality and standards in order to develop a workforce with world class skills.

The local market for public sector-oriented training
The largest alternative local provider of contract training for the government is the community-based organisation (CBO). These non-profit organisations, usually found in cities, represent and serve ethnic minorities and low-income groups, and often serve a local activist function in pursuing opportunities for their population. They provide a variety of services to their constituencies, including training and remedial education services, and they depend almost entirely on the government for their funding. Among other contractual arrangements, they provides about 20% of all the classroom training provision in JTPA.[13] In comparison to community colleges, their JTPA training tends to be shorter and more immediately job-focused (US Department of Labor, 1992).

19.4 Courses and Providers; State and Federal influences on the System

State Influences
As Federal involvement in job training has plateaued, many states have pursued aggressive new approaches to continuing training. Their motivations for involvement stem from three main concerns: most notably, economic development, but also institutional support for the state's postsecondary education and delivery of state social services (such as welfare and unemployment compensation).

Economic Development
Until recently, many states pursued economic development based almost solely on "recruitment"-- offering tax abatements and other incentives (like customised training services) for firms to locate in their state. Reduced to their lowest form, these strategies became "smokestack chasing,"[14] and most were aimed at large firms. States have been spending more than 90% of their economic development resources on recruitment and expansion, and devoting less than 10% to developing and modernising small and medium sized enterprises (SMEs) (Rosenfeld, 1993). In the past five to ten years, some states have begun to explore the possibilities of fostering the creation of "manufacturing networks" and other means of building economic competitiveness in SMEs (Bosworth and Rosenfeld, 1993). Many of these efforts have involved training initiatives, and community colleges have been frequent contractors with the state and Federal governments to set up Advanced Manufacturing Centers and Small Business Development Centers to provide training services to some of these economic development ventures.

In many states, community colleges have become the principal vehicle for accomplishing state economic development goals (Rosenfeld, 1993). Katsinas and Lacey note that community colleges have been altering their approach to economic development in the last decade. Previously, economic development had been pursued through the original structure of the college: using the existing faculty, on-campus classrooms, and culminating in a certificate or Associate degree. As mentioned above, increasingly, though, community colleges have been "spinning off" their economic developments, using external faculty, off-site locations (often at firm sites), and providing non-degree, short term training to a client's specifications (Katsinas and Lacey, 1989, p. 11).

Some community colleges have taken an even more aggressive view of economic development training. They argue that training has been too caught up in the "human capital" model, where the purpose of training is to give the individual more skills, which will improve his or her individual earnings capability, and thus enhance economic output-- one person at a time. These colleges argue that economic development is best served by focusing on the engine of economic growth: small and medium-sized enterprises. Rather than train individuals, the college targets the small firm, and tries to provide them the support services it needs to grow and expand. Some colleges, like San Diego Community College District, "incubate" small firms, and let them operate within college facilities. The theory is that by aiding the firm, rather than individual workers, public resources will be used more effectively in economic development terms, to create more jobs.[15] On the other hand, it may also be the case that their emphasis on firms may only be increasing the public subsidy of private economic activity. To date, no research is available that studies the impact of these programmes.

Institutional subsidies, especially state appropriations to community colleges
There is no question that the most important state influence on continuing training is the vast sum that state legislatures vote for community colleges each year (in 1992, it totalled $8.4 billion). Not only does the amount dwarf all other public sources of continuing training funds, but the financing mechanism is extremely influential in determining the quality and quantity of training provision. In most states, funds are distributed on a "formula" basis[16], and most state formulas tie funding to enrolment. Thus if an institution can increase its enrolment, it can get more state funds. This creates a powerful incentive to grow, sometimes at the cost of emphasising quality per student.

Delivery of state social services, such as welfare and unemployment compensation
States are on the front line of delivering services and income support to the neediest in America: the poor and the disabled. They also operate this country's unemployment insurance system, so training for re-employment has a particularly pressing priority in state government. Although the programmes are delivered (and partially funded) at the state and local level, the broad policy has been conceived and directed at the Federal level. These programmes include Aid for Families with Dependent Children (welfare), Medicaid (health care for the is advantaged). Several training programmes are connected to these social services, and the most important one, the JOBS programme, is discussed below.

Federal influences on the system
The Federal government influences the continuing training "industry" primarily through its provision of funds for education and training, and through its pursuit of Federal objectives--most notably the commitment to equity and access.

Student Aid
Though Federal student loan and grant programmes were originally conceived to provide access and choice to young people attending colleges and universities, a sizeable fraction of recipients attend community colleges and proprietary schools to obtain vocational training. Some of the recipients are also working adults, though they are in the minority, because these programmes are "means-tested", and most working adults would not qualify. To illustrate, according to Federal data, 3.57 million individuals under age 23 received Federally guaranteed student loans, while .86 million individuals between age 24-29, and 1.0 million over age 30, received these loans. The Federal data also show, that due to eligibility requirements, most of the part-time and "less-than-part-time" older students did not receive Federal loans or grants.[17]

Second Chance and Literacy Programmes
To achieve its goals of access and equity, the Federal government provides funds for a number of programmes targeted at providing disadvantaged people with education and training opportunities. Through Title II of its JTPA programme, the Federal government provides training opportunities to the poorest members of society. And though the Perkins Vocational Education Act[18] is primarily aimed at the initial preparation of young people, the Act does provide some support for continuing training, including about $30 million per year in training funds for displaced homemakers who have had to re-enter the labour force, and a smaller amount for correctional education for the incarcerated.
The Federal government also supports workplace literacy programmes: in 1992-93, for example, it provided $21.8 million to local and state projects that served 28,000 learners. These funds support both basic skills training and programmes that upgrade and update adults' literacy to help them cope with changes in the workplace.[19]

Displaced worker retraining programmes
In recent years, Federal policy towards displaced workers has been in flux. Past Federal efforts to serve permanently laid off workers have been piecemeal, and have tended to focus on quite narrow groups. For example, the Trade Adjustment Assistance programme (TAA), one of the Federal government's two main retraining programmes, serves only those workers whose lay offs can be attributed to increased imports. TAA does provide substantial benefits to those who qualify, however: participants receive vocational and technical training, remedial education, job search assistance, and relocation allowances-- in addition to cash benefits, which averaged more than $5100 per participant (Corson et al., 1993). Though Federally funded, the local character of TAA varies. The state employment agency usually operates the cash allowances and job search assistance, but the training is contracted locally to both public and private vendors. Corson's study notes that community colleges provide the majority of EDWAA's classroom training.

The other Federal retraining programme is called the Economic Dislocation and Worker Adjustment Assistance Act (EDWAA). It is a special subsection (Title III) of the Job Training Partnership Act. EDWAA is broader (in terms of eligible workers) than TAA, but "shallower" in terms of the amount of expenditure per person. EDWAA provides retraining, also through a contracting mechanism, but the training is shorter term than TAA, and participants do not include any income support during training. Consequently, costs per person are much lower, running about $1600 per participant in 1991.

The Federal Government has also initiated a few other small retraining programmes, targeted at special retraining needs: the most notable is the Defense Conversion Adjustment, passed in 1990, to help retrain defence workers in the wake of massive US defence cuts.
In short, the Federal government has created a number of retraining programmes, but they are narrow, and exclude many workers. Furthermore, they direct Federal funding contracts to the existing set of continuing training providers, most notably the community college, but also to community-based organisations and proprietary schools.

The Clinton Administration proposed legislation in 1994 that would have simplified displaced worker programmes, and integrated them into a comprehensive job training system, but it failed. Both the Administration and the Congress have indicated an interest in streamlining job training programmes in the near future, and funding is likely to be limited, whether or not reforms take place.

Other: Tax Policy, Military training
Several other Federal policies have influence on continuing training, but they lie outside the scope of this paper. First is tax policy, which influences the cost of capital and hence investment. The second is the huge Federal investment in military training, much of which has spillover effects on the stock of technical human capital when military personnel re-enter the civilian labour force.

19.5 The National Mosaic of Continuing Training Provision

Continuing Training at Community Colleges; the postsecondary component and private sector training
In aggregate, community colleges dominate the *postsecondary component* of continuing training: in 1992, 5.5 *million* students attended community colleges either part-time or full-time, on a for-credit basis. Given the definition of continuing training outlined above, however, many of these students do not fit into that category: they are engaged in "initial preparation." Students are not grouped statistically by whether they are attending community college for initial preparation or continuing training, but some inferences can be drawn from the age profile of students. Of the 5.5 million, nearly 3.6 million attend

Table 6: Community College Students by Age

AGE	% of that age	% of that age, among full time	% of that age, among part-time
under age 18	1.8%	1.6%	1.9%
age 18 & 19	15.9	32	7.3
age 20 & 21	14.3	21.5	10.4
age 22-24	11.2	10.9	11.3
age 25-29	**13**	9.1	15
age 30-34	**16.5**	6.3	12.9
age 35-39	**8.3**	4.4	10.4
age 40-49	**9.1**	4.0	11.8
age 50-64	**2.8**	.9	3.9
over age 65	**.8**	.1	1.2
age unknown	12.3	9.3	13.9
total	100%	100%	100%
% 25 and over	**44.6%**	**24.8%**	**55.2%**

Source: US Dept of Education, *Digest of Education Statistics*, 1994

part-time. Furthermore, as Table 6 shows, many community college students are over age 25. If we use a plausible definition that most students over 25 are attending the community college for continuing training rather than for initial preparation, then at least 2.5 million of the community college population is in continuing training.

Private Sector Training

In 1994, Training Magazine reports that U.S. businesses spent $50.6 billion for training. (They also reported that in 1993, businesses spent $48.2 billion for structured courses and programmes in the workplace and off-site.) The US Congress's Office of Technology Assessment estimates annual expenditures on formal training programmes at $40-50 billion. Eurich (1985 & 1990) has estimated annual expenditure on formal training at about $40 billion, not counting employees' wages while in training.[20] She also cites a study by Chmura and others (1987) which reported annual expenditures in the late 1980s at $200 billion, including estimates of informal on the job training. The American Society for Training and Development has estimated participation in formal training at 14 million each year (Carnevale, 1989).

Federal Job Training Contracts

Many community colleges are heavy participants in the Federal government's Job Training Partnership Act (JTPA), which provides just over $4 billion per year in Federal funding for training. JTPA is the Federal government's principal source of funds for continuing training.

It serves primarily disadvantaged and poor people, both youth and adults, through "Title II" provisions of the Act. JTPA also targets its efforts at other groups: Title III serves dislocated workers and special populations (such as migrant farm workers) and Title IV is a direct Federal programme which provides an intensive, residential education and training programme for youth called Job Corps.

JTPA has a very significant influence on community college behaviour for two reasons: finances and incentives. To provide an example of the relative *financial* importance of JTPA contracts to the community colleges, a community college in central Maryland has JTPA contracts for $900,000 and an overall college budget of $3 million. A larger community college in Virginia, with a total budget of $45 million does $3 million in JTPA contracts. The 1990 NETWORK survey of community colleges found that at the 384 responding colleges, the total value of JTPA contracts was somewhere between $84.3 million and $203.4 million. Extrapolating the figures across the universe at that time, the report estimates the nation-wide amount at somewhere between $247.1 to $596.1 million. More recent estimates by NETWORK place community college contracting levels with JTPA at more than $1 billion.

The figures also showed that in FY'89 respondent community colleges served in excess of 118,110 JTPA clients. Based upon the 274 institutions that reported operating JTPA programmes, the institutions served an average of 431 individuals per year. This figure would make the community college the largest JTPA service provider in its particular Service Delivery Area.[21]

But JTPA also influences the community college by providing incentives for the community college to behave in different ways than they do with respect to their degree-oriented academic and vocational programmes. Firstly, JTPA uses performance standards, which condition the funding on the institution achieving "positive termination's" (that is job placement or enrolment in further training, and more recently, learning competencies). Performance standards are not used in postsecondary education, so JTPA contracting has subjected community colleges to greater outside accountability as to its training effectiveness. Furthermore, JTPA is much shorter term than community colleges' traditional degree programmes-- JTPA training usually lasts no more than 6 months, and often less-- and the individuals are often much less prepared than "regular" community college students. Many JTPA participants are from quite deprived backgrounds, and have never set foot on a college campus. Thus, JTPA has had several profound effects on community colleges: the colleges now provide shorter term training to often highly disadvantaged clients, and they are judged on their effectiveness. And for many of the colleges, it has become a significant fraction of their overall operating budgets.

The Family Support Act of 1988 made major reforms in the American welfare system.[22] One provision of that law, the Job Opportunities and Basic Skills (JOBS) Training Programme, sought to reduce long-term welfare dependency by encouraging welfare recipients to get education and training for jobs. The goal has been to transfer an increasing proportion of the welfare caseload into the JOBS programme. It is jointly funded by the Federal and state governments, with the Federal share running about $1 billion per year. (Gueron and Pauly, 1991).

19.6 Access and Continuing Training Attendance

Terms like "access" and "attendance" have different meanings in this country than in other nations. Virtually all continuing training at public institutions is "open access": participants can come with any academic or vocational preparation and be enrolled in the programme. It is true that some fiscally hard-pressed states like Washington have capped enrolments in community colleges to hold down costs. And some Federal and state programmes limit the number of training places in a locality, and restrict participation to individuals with certain characteristics (economically "disadvantaged" in order to participate in JTPA Title II, displaced by increased imports to qualify for TAA, "on welfare" to qualify for assistance from the Family Support Act.)

In the US, the word "access" in education and training discussions, usually refers to assisting individuals in paying for the high cost of education and training. Proprietary schools can cost more than $5,000 for a single term. Even community colleges now average more than $1000 per year-- a high price for working people with low incomes. The Federal government has a long-established commitment to helping ensure financial "access" to postsecondary education and training, with a huge programme of loans and grants to young people from poor families. Until very recently[23], the Federal government has not expressed a similar interest in guaranteeing access to continuing training for all adults. There is little legal oversight or regulation of the private sector's training practices, and as cited above, there has been little public funding for self-initiated education and training for adults who do not fall under the special categories of disadvantaged or trade-displaced workers. Access to continuing training in the US is a combined outcome of supply, demand, and equilibration.

Supply is the capacity and availability of relevant training. It depends on public subsidy, public provision, tax policy, firms' perception of expected benefit, and co-ordination of private behaviour to overcome market failures and "poaching" (firms hiring workers away from firms who provided the training).

Demand is the willingness and ability of individuals to seek upgrade/retraining. It depends on cost to individual, perceived relevance, expected payoff, time and structure of course. Persistence/completion are also a function of demand.

Equilibration is the public and private sector's matching of training resources with individuals. It depends on the accuracy and availability of labour market and training information, geography, public-private co-ordination of services, etc.

Given the present supply, demand, and equilibration, participation in continuing training is the **sum** of:

- Private sector's in-house provision (With a workforce of about 119 million, and data suggesting that between 25% and 81% receive some within-firm training, somewhere between 30-96 million receive this training, at an estimated cost of $40-50 billion per year.

plus

- Private sector's contracted provision (consultants, suppliers' training, customised training at community colleges, etc.) Based just on rough estimates of community colleges' customised training involvement, this area is a multi-billion dollar source of training.

Education and training institution provision (votec, community colleges, technical colleges, for profit training colleges, community based organisations, universities, etc.) Data suggest about 10 million are in institution-based continuing training. Using the age profile of students as a rough approximation of the division between initial preparation and continuous training (44.6% are over age 25), and 1992 data from NCES, the states are contributing about $4.1 billion for continuing training through state appropriations to community colleges, local governments are putting in about $1.4 billion, and individuals over 25 are paying about $1.6 billion in tuition for continuing training at these colleges. Continuing training, then uses just over $7 billion of the resources spent by educational institutions.

Wholly Federally funded training (JTPA, Job Corps, etc.) Government figures show about 600,000 participants each year, at a cost to the Federal government of about $4 billion.

This equation illustrates the difficulty of describing demand for continuing training; the uncertain data mean that total aggregate demand for continuing training is probably somewhere between $50 billion and $100 billion, with direct government spending swamped by private sector training expenditures and institutional appropriations from states.

19.7 Demand and Planning

The *market,* not the government, is the primary mechanism through which continuing training is organised in the United States.

What drives the provision of continuing training? It is propelled by two main forces: firms' desires to make a profit, and community colleges' entrepreneurial energy-- to find and tap funding sources, to expand their programmes, to serve new populations. In short, it is *demand driven.* The structure of continuing training has arisen organically, from the ground up, not structured and regulated from above.

Firms provide their own in-house training if it suits them, or they contract for the services with outsiders, including customised training by community colleges. Their relative reliance on "inside" and "outside" continuing training depends on how flexible and knowledgeable the outside trainers are, and also on how much government subsidies are embodied in the public sector training provision. The more closely the outside contractor serves the purposes of the firm, the more the firm will rely upon them. And the more subsidy the public sector provides for contract training by community colleges, for example, the more attractive it is to use them as outside providers.

The overall trend, as evidenced in the recent EQW survey, is that firms are most likely to provide training that is highly specific to their enterprise, and least likely to provide basic skills training and remediation. Our knowledge of within-firm training is handicapped by the fact that in America, firms' data on their training practices constitute "proprietary information," so they are not expected to make the information public. Community colleges expand and contract their programmes in response to where they can get money, and where they can enrol students. Because of state appropriations formulas, most states' community colleges can get more funding if more students enrol, and most institutions do not have limits on maximum enrolment. Research shows that more students come if employers offer raises or jobs based on newly acquired skills, or if the economy deteriorates and unemployment rises (McFarland and Betts, 1995). Community colleges can also garner more funds if they can

compete successfully for Fed and state job training contracts, or if they can be participants in new state and Federal programmes. Similarly, if they can tap new markets, and provide opportunities to previously disenfranchised populations, they can continue to expand, and receive government subsidies.

One of the hallmarks of the American system of continuing training is the absence of centralised planning. The Federal government pursues policy goals, like the commitment to access and equity discussed above, but since it provides only a small fraction of the total continuing training funds, its influence is limited. Often, the Federal government "leverages" its influence by offering funds earmarked for certain purposes to states and localities willing to move policy in the direction of Federal objectives.

In a similar vein, the Federal government does not have a strong regulatory framework from which to control state and local provision of continuous training. Most continuing training is provided by the private sector, and the government does not scrutinise or regulate the content or certification of that training. Federal law does prohibit discrimination in education and training on the basis of race, national origin, religion, and gender. And it requires that training be carried out in safe working conditions.

But there are still few government controls on the actual *content* of training, with the exception of programmes like JTPA that the Federal government funds directly. Traditionally, community colleges and other institutionally-based providers of continuing training have been influenced by *accreditation*, a voluntary system of peer evaluation of institutions, and of specialised training programmes. Because of growing concerns about quality and cost effectiveness of training provision, the accreditation system has come under pressure in recent years to be more outcomes and results oriented. And on an individual level, the institutions typically rely on "advisory groups" from local industry to give them advice on programme content. The relationship is not as deep or as formal as in some European countries, but the most progressive community colleges rely heavily on local industry for feedback on their efforts.

But more governmental involvement in training content may lie ahead. Through recent developments like the National Skills Standards Act, which establishes the National Skills Standards Board, the Federal government is seeking to help create a voluntary set of national skills standards (Economic Report of the President, 1995).[24] Because of state and local autonomy under Federalism, and because of the private sector's historical reluctance to participate in standards-setting processes, skill standards have been controversial. To date, progress towards achieving them has been slow and piece meal, and most efforts have been directed at setting standards for initial preparation. Issues relevant to continuing training, such as creating "modular", multi-level standards for *lifetime* skill development, have not yet been addressed.

Continuing Training and the Future

1995 has marked a year of considerable upheaval in American education and training policy. The direction of future policy towards continuing training is not clear, but several developments appear likely:

- Some sort of Federal job training consolidation is likely, that will combine programmes for dislocated workers, and the disadvantaged.
- A Federal reform of welfare (primarily aid to poor mothers with dependent children) will probably increase work requirements for recipients. The implications for the JOBS programme's training programme are not yet known. Funding may be reduced for training, or training may become part of the provisions of the final law.
- Because of the Republican Congress's efforts to reduce regulation, Federal regulation of institutionally based continuing training will probably decline, but states may decide to increase their oversight.
- Voluntary creation of skill standards under the aegis of the National Skills Standards Board will continue.

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Notes:

1. There is considerable debate in the United States about where on the age spectrum "initial preparation" ends, because a significant fraction of American young people do not permanently attach themselves to the labor force until their mid 20s and beyond. These young adults "churn" or "mill around" from entry level job to job, or among training and education programmes, never staying long enough to advance or graduate. For more discussion, see Karoly and Klerman (1993), and Grubb (1989).

2. This study also performed a careful comparison of which data sets contain information on which types of continuing training. A two page summary of their "crosswalk" is attached as an appendix to this paper.

3. For further discussion of the CPS findings, see Kevin Hollenbeck and Richard Wilkie (1985).

4. See further discussion in Zemsky and Shapiro (1994) on pp. 28-30.

5. From "Employer Practices," EQW, National Center on the Educational Quality of the Workforce, mimeo, 1995, p 6.

6. Because community colleges arose from local and state auspices, there are differences among them, including the terms used to describe them. In this paper, I am using the term "community college" to mean any two-year, associate degree-granting public college, but

some states may call them "technical colleges" or "junior colleges," which may or may not denote a difference in emphasis or origin!

7. Traditionally, open access has meant that anyone can enrol at a community college--whether they have a high school diploma or not, and without any minimum standardised test scores or high school prerequisites. In recent years, though, state budget crises and surging enrolments have led to some states "capping" enrolment at certain levels, and not allowing students to matriculate once that ceiling is reached.

8. Though these are the 3 most important services with respect to continuing training, community colleges are also heavily involved in providing remediation (at some colleges remedial course work comprises more than 1/3 of all course offerings), community services, leisure ("consumption-oriented") courses, and so on. These non-training offerings also affect community college behaviour, but such considerations lie beyond the scope of this paper.

9. Because community colleges are "open access" institutions, in many cases an individual does not need a high school diploma to enter the college, though he or she may have to take considerable remedial course work to qualify for entry into a for-credit, degree programme.

10. The measurement of drop-out and transfer rates is controversial, mainly because many individuals do not attend community college in order to obtain a degree. Thus, if they enrol and take the course that meets their individual needs, they might nevertheless appear in statistics to be a 'drop-out' from a 2 year degree programme. Similarly, the transfer rate involves some measurement complexities. Some individuals transfer from 2 to 4 year institutions without completing the 2-year degree, although the two year institution was a vital part of their preparation for upper level university work. For further discussion of the measurement problems involved in these rates, see "What do we know about Transfer?", in *Setting the National Agenda: Academic Achievement and Transfer*, American Council on Education, 1991, and Arthur Cohen, "Deriving A Valid Transfer Rate", in Enid Jones (ed.), *A Model for Deriving the Transfer Rate: A Report of the Transfer Assembly Project*, American Association of Community and Junior Colleges, 1991.

11. The main exceptions to this are rural community colleges, and community colleges in states with a very small university system and large community college system.

12. "Results of the 1989-90 NETWORK Survey of Two Year College Involvement in Employment, Training and Literacy", NETWORK, 1990

13. For more discussion of CBOS, see Bailis, 1984 and 1987.

14. "Smokestack chasing" refers to the practice of targeting development efforts at persuading manufacturing firms to locate new plants in a state, a process which often involves aggressive recruitment and fierce competitions with other states to sway the firm's decision.

15. See Augustine Gallego, " Building an Innovative Workforce in the San Diego Community College District", and Diana Walter, "Involving Small and Medium Sized Businesses in School to Work Initiatives", in *New Visions: Education and Training for an Innovative Workforce*, Laurel McFarland (editor), European Union/US Dept. Of Education, forthcoming.

16. A formula simply refers to the state legislature's practice of distributing funds to each community college according to some mathematical formula that may take into account enrolment, special needs, disadvantaged populations, location, urban or rural setting, etc.

17. From "Undergraduate Financial Aid Awards: A Report of the 1987 National Postsecondary Student Aid Study", National Center for Education Statistics, US Department of Education, Washington, D.C.,1990, pp 35-37.

18. Its formal name is the Carl D. Perkins Vocational and Applied Technology Education Act Amendments of 1990, Public Law 101-392.

19. For more information on Federal support of workplace literacy, see "Adult Learning and Literacy Clearinghouse: Workplace Literacy, Fact Sheet 16", February 1995, and "National Workplace Literacy Programme, 1993 Abstracts", both by the US Department of Education, Division of Adult Education and Literacy.

20. For more discussion, see Eurich (1990), p.18.

21. Service Delivery Areas are the specific geographic areas defined by the Job Training Partnership Act.

22. The American use of the word "welfare" is different than many European countries' use of the term: in the United States, it refers solely to the programmes that provide income support for poor families. It does not include old age pensions, unemployment insurance, or general health care.

23. Worker training legislation, introduced unsuccessfully in 1994, and under consideration again in 1995, is aimed at providing Federal support for continuing training for all interested adults.

For further information about the status of voluntary skills standards in America, see "Status Report on Voluntary National Standards in Education," the Regional Laboratory for

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Nielsen, 1995, SEL, Copenhagen
ACIU, Arbejdsmarkedets
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Durán López, Alcaide Castro, González Rendón, Flórez Saborido: 1994, Ministrerio de Trabajo y Seguridad Social, Madrid
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